

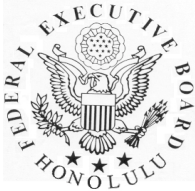


# Honolulu-Pacific Federal Executive Board



## Workforce Shaping Initiative

July 2002



## HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD

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July 1, 2002

To: Federal Executive Board Members and the Public Service Community:

I am pleased to share the Honolulu-Pacific Federal Executive Board's Workforce Shaping Initiative Report with you. The impetus for this Interagency Initiative came from the Board's desire to address the human capital challenge that is shared by all Federal agencies in the Pacific region.

With one out of every three current Federal employees eligible for optional retirement by 2005, our Federal agencies face an unprecedented exodus of corporate knowledge and leadership expertise. In Hawaii, this crisis is further exacerbated by a number of factors that affect recruitment and retention rates including Hawaii's high cost of living, limited resource pool and considerable distance from the U.S. Mainland.

This Report and its Strategic Action Plan are the result of extensive research and agency stakeholder discussions and offer an innovative and effective model for interagency cooperation to resolve the human capital crisis. The Report also proposes and endorses a number of broader legislative actions to resolve the crisis. We are encouraged that a number of these proposals are already being sponsored by the U.S. Office of Personnel Management in the context of the Administration's Managerial Flexibilities Act.

It is our hope that this Report and Action Plan will benefit not only Federal agencies in the Pacific region but also stimulate and reinforce public debate at the national level for a more flexible and strategic human resources approach that empowers our Federal employees to better serve our citizen customers. We see the current crisis as a valuable opportunity to modernize many aspects of Federal government employment. This modernization of human resources management should also help enhance the Federal government as an employer of choice and increase the overall effectiveness of our Federal agencies.

Sincerely,

Edward L. Correa, Jr.  
Major General, Hawaii Army National Guard  
Adjutant General  
FEB FY 02 Chairman

Attachments

# **HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD**

## **INTERAGENCY WORKFORCE SHAPING INITIATIVE**

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## **ACKNOWLEDGEMENTS**

Many people have assisted the Honolulu-Pacific Federal Executive Board in developing this Workforce Shaping Initiative and in formulating the recommendations and Strategic Action Plan which forge the way ahead for our Federal workforce. Throughout this effort we have received advice and assistance from representatives of many Federal agencies in Hawaii who have ensured that this is a truly unique and local interagency initiative. In addition, we have drawn on the expertise and advice of individual Federal agencies, national public sector organizations and the private sector.

In particular, the Federal Executive Board would like to acknowledge the work of Peter Newman and Louise McDonough who led the Interagency Workforce Shaping Steering Group and prepared and edited this Report.

Disclaimer: The views and recommendations contained in this Report reflect the consensus of the Interagency Workforce Shaping Steering Group and do not necessarily represent the official policies and positions of individual Federal agencies.

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*In this aerial photograph of Honolulu on the opposite page, the Prince Jonah Kuhio Kalanianaʻole Federal Building can be seen in the center foreground. Photograph by Ed Helmick*

# A FEDERAL INTERAGENCY WORKFORCE SHAPING INITIATIVE EXECUTIVE SUMMARY



*“Although each executive agency and its field organization have a special mission, there are many matters on which the work of the departments converge. Among them are management and budgetary procedures, personnel policies, recruitment efforts, office information duties, and similar matters. There are opportunities to pool experiences and resources and to accomplish savings. In substantive programs, there are also opportunities for a more closely coordinated approach in many activities.”* With these words, President John F. Kennedy in 1961 charged the Federal Executive Boards with their mission.

In this interagency coordinating role, the Honolulu-Pacific Federal Executive Board represents 76 Federal agencies with 70,000 civilian and military personnel in the Pacific region. Its primary objective is to serve as the interagency regional hub to provide closer cooperation among all Federal agencies in the Pacific region.

Within the next five years, over half of the Federal workforce will reach retirement eligibility. In ten years, this number will increase to three-quarters of our workforce. This is more than double the normal attrition rate. This exodus of experienced Federal employees combined with increasing recruitment and retention difficulties will likely result in a loss of valuable leadership skills, corporate memory and related succession

problems. Since people are our most important resource, this scenario could create a human capital crisis.

The Honolulu-Pacific Federal Executive Board recognized that this human resources challenge is shared by all our Federal agencies. In response, the Federal Executive Board determined to take a leadership role to meet this challenge. The Board believed Honolulu, with 76 Federal agencies colocated within the same commuting area, could become a “demonstration laboratory” for interagency cooperation and resources sharing to solve this human resources management challenge.

Under the direction of Ms. L. A. Burke, Executive Director, Federal Executive Board, the first action was to sponsor the Human Capital Challenge Series of forums. The first in the Human Capital Challenge Series featured Dr. Leonard Wong of the U.S. Army Strategic Studies Institute who addressed the subject of “Understanding the Recruitment and Retention of Generation X.” The second in the Human Capital Challenge Series featured Pam Wilhelms of the U.S. Office of Personnel Management who addressed the Bush Administration’s Management Agenda and specifically Strategic Management of Human Capital. More events in the Human Capital Challenge Series are planned for the future.

Next, the Federal Executive Board sponsored a Workforce Shaping Initiative to facilitate interagency cooperation, resources sharing and mutual problem solving on the human capital crisis. A Working Group was formed to carry out these tasks. Mr. Peter Newman of Headquarters, Commander in Chief, U.S. Pacific Command led this Interagency Force Shaping Working Group. The Working Group looked at the areas of recruitment and retention, training and development, succession planning, compensation, performance management and recognition, and quality of work life.



The objective of the Working Group was to develop innovative and effective interagency initiatives to resolve the human capital crisis. The Working Group developed initiatives that were both unique to Hawaii as well as broader interagency initiatives requiring legislative action. The Working Group was encouraged that a number of its legislative proposals are already being sponsored by the U.S. Office of Personnel Management in

the form of the Managerial Flexibilities Act. The intent of the Working Group was to reiterate a strong imperative to pursue these specific legislative actions to empower managers to effectively attract, retain, motivate and manage their workforce to meet the needs of our citizen customers.

This booklet provides the Federal Executive Board's Workforce Shaping Initiative report and recommendations, along with a strategic action plan for managing this human resources challenge and shaping our future Federal workforce. Our agency stakeholders played a critical role in helping develop this strategic human resources management roadmap. This strategic plan was further developed by researching the "best practices" of other public and private sector agencies. Whereas the Federal human capital challenge is national in scope, Federal agencies in Hawaii face a unique set of challenges in recruiting, retaining and developing a skilled workforce. Foremost among these are the high cost of living and remoteness from the U.S. Mainland job markets and economic and technology centers. Accordingly, the plan promotes practical and achievable solutions for Federal workforce challenges in Hawaii and for broader national application.

The FEB Report contains 43 recommendations for action at both the local and national level to drive Federal workforce shaping. Local initiatives include establishing a Pacific Leadership Development Academy, developing a guidebook to help the general public apply for Federal jobs, educating managers to take maximum advantage of human resources flexibilities, agency resource sharing on recruiting and advertising critical skill shortages and expanding on-site interagency training opportunities. The FEB also recommends promotion of best practice approaches for compensation flexibility and recognition, and promotion and implementation of a range of work life initiatives including telework. At the national level, the FEB proposes or endorses a number of



legislative initiatives designed to enhance recruitment and retention. These include obtaining greater compensation flexibility through pay banding, cafeteria benefits approach, removal of time-in-grade requirements, permanent buyout authority and a broadening of retention allowance criteria. Other FEB legislative proposals focus on the need for more direct hiring processes through recruitment flexibility including elimination of the "rule of three", authority to recruit outside of Title 5 and conversion of temporary and term employees to permanent appointments without competition. A key recommendation in the FEB Report is for legislation to resolve the growing retirement inequity for Federal employees outside of the Continental United States through locality-based comparability pay.

The centerpiece of this Workforce Shaping Plan is the recommendation to establish a Pacific Leadership Development Academy. The Academy will provide professional leadership training for all Federal agencies in the Pacific region. The Academy will be instrumental in enabling Federal agencies to meet the challenge of the human capital crisis by attracting, retaining and training the next generation of leaders and managers to replace the loss in leadership skills and corporate memory caused by the exodus of “baby boomer” retirees from the Federal workforce.

We must not lose sight of this human capital challenge to ensure our Federal agencies have the skilled workforce they will need in the years ahead. This report reaffirms that our best human resources strategic direction is to develop and deploy a variety of tools to help us maintain, sharpen and replace our workforce skills. This strategic action plan should enable our agencies to keep their career development pipelines open and moving to replenish their critical skill occupations. Although none of these human resources tools alone may suffice, when employed in concert, they should adequately address most of our agencies’ future recruitment, retention and leadership development needs.

One critical factor in our human capital challenge should be highlighted. Hawaii is unique in that it is a national leader in cultural diversity. The value of our multicultural workforce is that each person brings to their agency workplace a unique set of knowledge, skills, abilities, experiences and perceptions. The future of our agencies’ success depends in large part on how well our agency leaders are able to unleash the power and wealth of this rich cultural diversity.

Our human resources professionals can help maximize the human capital potential of our culturally diverse workforce by training our managers to create and lead an inclusive workplace that respects, understands and seeks out individual differences, fully develops and empowers the talents of each person, and fosters an environment of synergistic teamwork where people who are culturally diverse can work together cooperatively and effectively to accomplish their agencies’ missions.

The effective implementation of this Workforce Shaping Plan therefore also depends upon the successful transformation of the human resources professional community. Our human resources professionals must continue to adjust their focus from merely processing and policing personnel actions to becoming management consultants, change agents and strategic planners and partners who deliver value-added results to their agencies’ missions. This transition for human resources professionals should be supported through training in consulting skills for human resources professionals and by a concomitant increase in the automation of human resources processes.

In summary, if we continue to work together to execute this Federal Executive Board strategic action plan, our agencies will effectively enhance their ability to recruit, retain and develop the right people with the right skills to meet their future operational and customer service requirements.

***IMUA I KA PONO***  
***(Go Forward in Excellence)***

# **A HUMAN RESOURCES MANAGEMENT STRATEGIC ROADMAP**

**THE HONOLULU-PACIFIC  
FEDERAL EXECUTIVE BOARD**

## INTRODUCTION

By the end of 2005, one out of every three current Federal employees will be eligible for optional retirement. This is more than double the normal attrition rate. This potential exodus of experienced Federal employees combined with increasing recruitment and retention difficulties will likely cause a loss of valuable leadership skills and corporate memory and related succession problems. Since people are our most important resource, this scenario, coupled with the skills gaps created by more than a decade of downsizing,<sup>1</sup> could create a human capital crisis. Unless this human resources (HR) challenge is managed as a matter of priority, the quality of critical government services and activities may be at risk.

The Honolulu-Pacific Federal Executive Board (FEB) believed Honolulu, with 76 Federal agencies within the same commuting area, could be a “demonstration laboratory” for interagency cooperation to solve this HR challenge. Accordingly, the Honolulu-Pacific FEB initiated a Workforce Shaping study to facilitate interagency cooperation, resource sharing and mutual problem solving of this human capital crisis. This initiative builds on the success of other Honolulu-Pacific FEB programs, including the “Government Organizations Together for Quality” and “Excellence in Federal Government Awards” Committees. A copy of the FEB’s Mission and officers is provided at Appendix A.

While Federal agencies headquartered and based in Hawaii share the same human capital challenge as Federal agencies in the Washington DC area, there are a number of characteristics that uniquely shape this challenge for Hawaii. Paramount among these is the high cost of living in Hawaii. In 2000, the cost of living in Hawaii for a family of four was estimated to be 27% higher than the U.S. average for a comparable standard of living.<sup>2</sup> Despite the U.S. Office of Personnel Management (OPM) Cost of Living Adjustment (COLA) that offsets this to some extent, the high cost of living in Hawaii serves as a major disincentive for people to move to Hawaii to take Federal jobs. This exacerbates the problem of maintaining optimum staffing levels, which has always been a challenge given the limited labor resource pool in Hawaii.

In addition, Hawaii has always faced the “tyranny of time and distance” for people considering moving to work in Hawaii. Living in Hawaii means higher travel costs and longer travel time for people in terms of maintaining family commitments or accessing state of the art medical facilities or prestigious universities on the U.S. Mainland. Another factor working against attracting people, and especially young people, to Federal employment in Hawaii is the so-called “brain drain”. This results from young college graduates, including many who were born and raised in Hawaii, leaving the islands for better and higher paid job opportunities and career progression on the Mainland.

All these Hawaii-specific factors, combined with the intense competition among Federal agencies across the Nation to attract and retain high quality employees, makes the human capital challenge for the Federal workforce in Hawaii a particularly difficult one and

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<sup>1</sup> The Federal workforce (excluding the Postal Service) has been cut from 2,250,323 in 1990 to 1,784,031 employees in 2000, which is the lowest level since 1960.

<sup>2</sup> <http://www.hawaii.gov/dbedt>

intensifies the need to develop and implement an effective strategic workforce shaping plan.

This FEB Workforce Shaping Initiative Report includes recommendations and a strategic action plan for shaping our Federal workforce in Hawaii. It represents the first interagency effort in the Honolulu-Pacific region to address this human capital challenge to ensure our Federal agencies have the skilled workforce they will need in the years ahead. Our agency stakeholders played a critical role in helping develop this strategic roadmap for shaping our workforce. Representatives of Hawaii-based Federal agencies participated in a Steering Group and in three subcommittees focusing on recruitment and retention; training, development and succession planning; and compensation, recognition, performance management and quality of work life (Appendix C lists the participants on the Steering Group and subcommittees).

The report is designed to provide a strategic roadmap for shaping our Federal workforce in the Pacific region, but many of the recommendations could be equally applied to the Federal workforce on a national level. The report includes recommendations for both local initiatives and government-wide legislative initiatives, many of which give further impetus and support for proposals already underway at the national level. The report draws on studies and findings by OPM, other Federal agencies, private sector organizations and various Federal think tanks. As such, the report reflects much of the current innovative thinking that is increasingly driving reform and modernization of the Federal workforce. In this context, OPM Director Kay Coles James, has stated her commitment to the reformation of the Federal workforce so that it can meet the challenges of the 21<sup>st</sup> century. In particular, she has promoted the President's Management Agenda (PMA) "*designed to give managers the tools they need to ensure the government becomes citizen-centered, results oriented, and market-based.*"<sup>3</sup>

## **THE EMERGING HUMAN CAPITAL CRISIS**

### **AN AGING FEDERAL WORKFORCE**

Federal employees, in their distinctive role of providing leadership continuity and technical expertise and stability, add a vital dimension to national mission accomplishment. The ability to sustain this in the future, however, is being seriously challenged by the aging of the Federal workforce as the baby boomer generation fast approaches retirement.

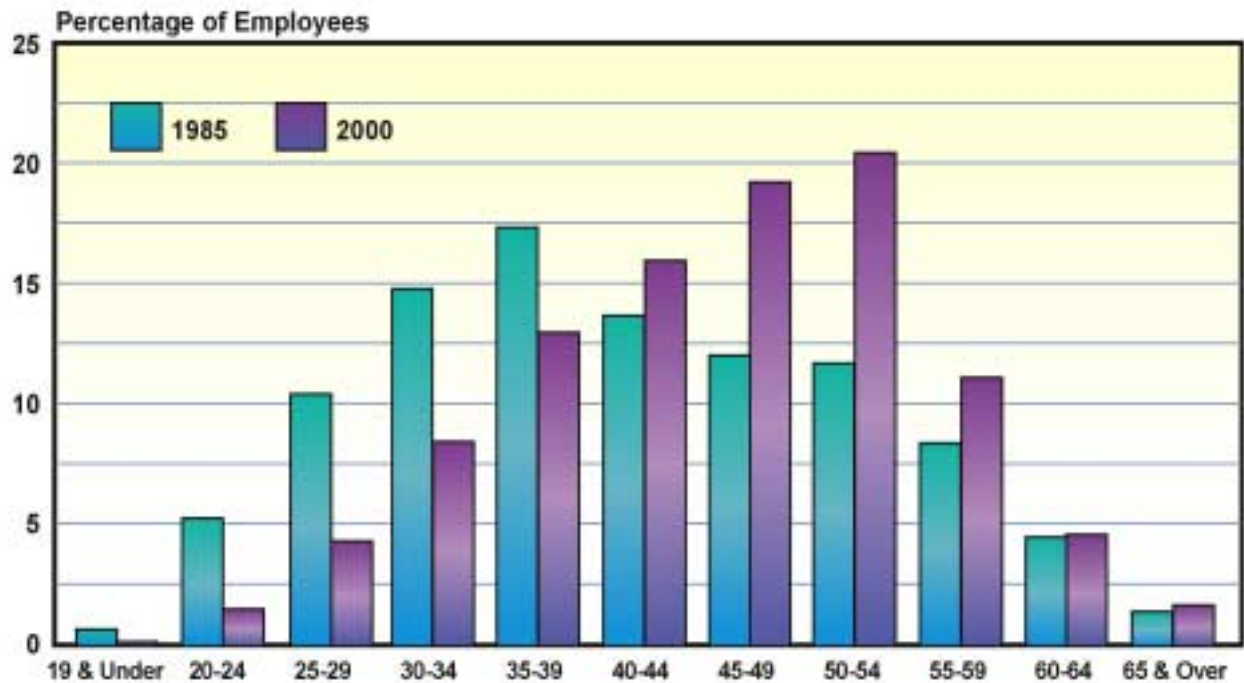
The Congressional Budget Office Report (May 2001) "*Changes in Civilian Employment*" showed that since 1985 the Federal workforce has become more white-collar, older and more concentrated in highly skilled occupations. Of those changes, the aging of the Federal workforce has been the most notable. In 1985, about 25 percent of the Federal workforce was over age 50; as of December 2000, the comparable figure was almost 40 percent (see Figure 1). Nearly three-quarters of the Federal workforce is over age 40. In contrast, only about half of all employed workers in the United States are over that age.

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<sup>3</sup> National Press Club, April 25, 2002

As of 30 September 2000, the average age of the Federal employee was 46.3 and the average length of service for Federal employees was 17 years.<sup>4</sup>

Figure 1: Age Distribution of Federal Civilian Employees, 1985 and 2000



Source: Congressional Budget Office Report, May 2001, "Changes in Civilian Employment"

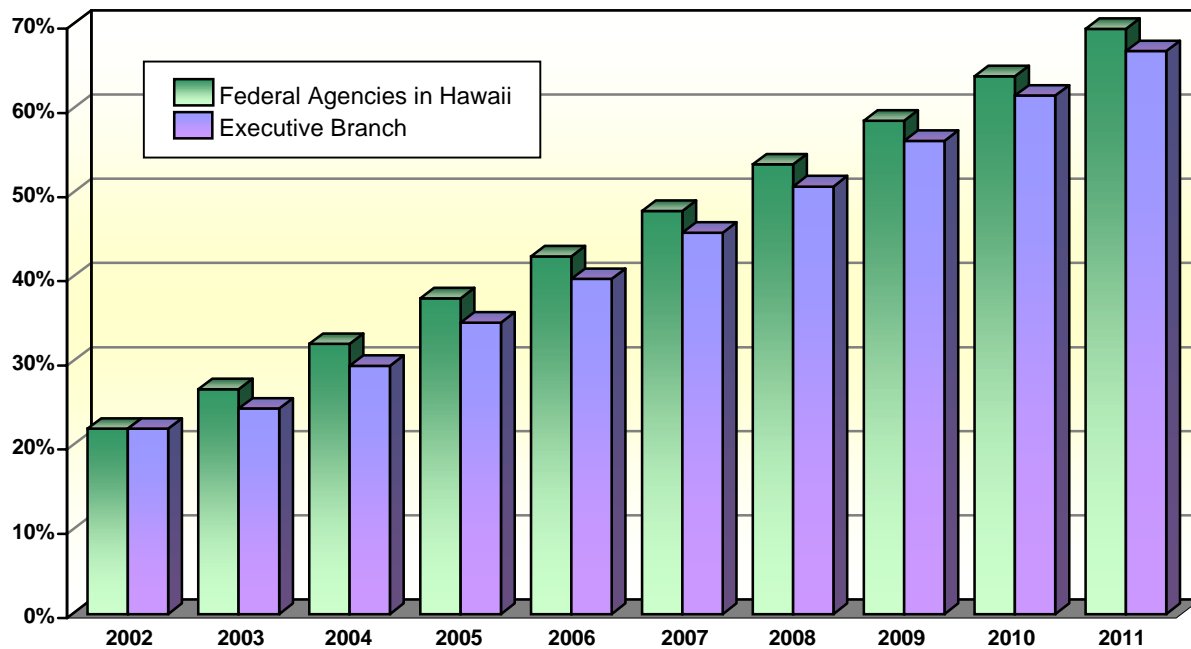
The potential exodus of experienced civilian employees combined with growing recruitment and retention problems due to fierce competition for available resources will create a loss of corporate memory, critical skill shortages and related succession problems. In promoting the proposed *Federal Human Capital Act 2001*, S. 1603, U.S. Senator George Voinovich, R-Ohio, stated *"The accumulated years of neglecting Federal human capital management now poses a significant threat to the government's ability to serve the American people."* The enormous workforce problem facing the Federal government can be seen from Figure 2 which shows the rate of retirement eligibles projected over the next ten years.

As Federal employees retire over coming years, valuable leadership skills and corporate knowledge will depart Federal agencies. Some analysts have estimated that, in the next five years, the Federal government will need to replace 35 percent of its career senior executives, 17 percent of its information technology workers, 15 percent of its scientists and engineers, 18 percent of its financial managers, 18 percent of its acquisition personnel and 12 percent of enforcement officials.<sup>5</sup>

<sup>4</sup> OPM Fact Book 2001

<sup>5</sup> Partnership for Public Service, Public Service in the Public Eye, May 2, 2002

**Figure 2. Federal Workforce Retirement Eligibility (2002-2011) – Annual Percentage**



Source: OPM Statistics

Compounding this skills exodus are increasing recruitment and retention difficulties. We continue to have growing employee turnover and are challenged by recruitment competition from State agencies and the private sector for our manpower needs. To exacerbate this, Federal agencies face increasing difficulties in attracting young people to government service. The Federal government is generally not seen as the employer of choice by the younger, talented generation graduating from college because of low pay, restrictive hiring controls and lack of flexibility in benefits and work schedules.

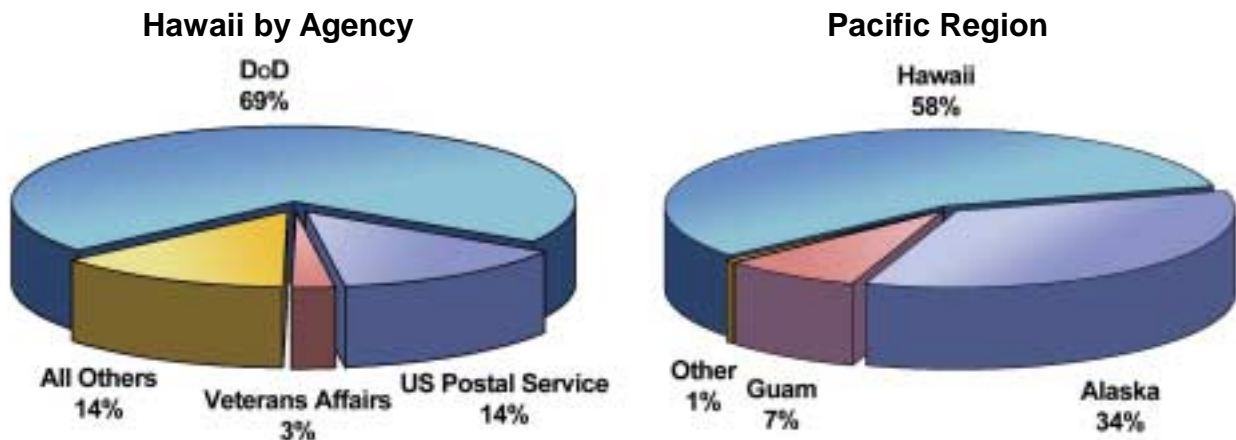
Workforce planning (or shaping) has consequently emerged as a key focus for the Federal government in the 21<sup>st</sup> century. Workforce planning requires agencies to determine their mission, the workforce needed to achieve this mission, those occupations that are “mission-critical” and the skills and competencies that will be needed by the workforce. Workforce planning involves workforce analysis by occupation, function, age distribution, tenure, diversity, skills and supervisory ratio. Fundamental to these considerations is recruitment, retention, development, restructuring and possible outsourcing. Some agencies have already done considerable work in the area of workforce planning

## **THE HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD’S HUMAN RESOURCES CHALLENGE**

Federal agencies in Hawaii employed 31,000 civilian employees in 2000, with defense agencies comprising more than half of this workforce (see Figure 3). Federal employees, military personnel and military dependents represent about nine percent of Hawaii’s general population and total Federal government expenditures in Hawaii was nine billion dollars in 2000, representing between 10 and 12 percent of annual Gross State Product

since 1990. Accordingly, the size and scope of Federal spending has a significant impact on all sectors of Hawaii's economy.

Figure 3: Total Federal Civilian Employment in Hawaii by Agency<sup>6</sup>



Source: Federal Civilian Workforce Statistics – Biennial Report of Employment by Geographic Area, December 31, 1998 (latest data available)

In terms of geographical distribution, almost 60 percent of the Federal workforce in the Pacific region is employed in Hawaii, and about 34 percent in Alaska (see Figure 3).

Our region is not immune from the human resources problem caused by greater than normal retirements. While all of these "retirement eligibles" will not leave at once, the size of this departure pool certainly portends a large turnover of the current force. Simply, our workforce has too many employees with years of service in the mid and outyears and not enough developing in the early years of the career pipeline.

The current human capital challenge has been further exacerbated by ongoing downsizing of the Federal workforce in Hawaii. Figure 4 shows that Hawaii has suffered a 16.4% reduction in the Federal workforce from 1985-1999, which is a larger percentage reduction than the national average. This downsizing, coupled with hiring freezes and reductions-in-force, has meant that younger employees, with less tenure, have been generally more adversely affected than older, more senior employees. This now leaves many Federal agencies with insufficient numbers of younger employees coming up through the ranks to fill the jobs vacated by employees who retire.

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<sup>6</sup> Figures 3 and 4 depict Federal employees who are U.S. citizens working in nonforeign areas in the Pacific region. Not depicted are U.S. military personnel, U.S. nonappropriated fund employees and foreign national employees in nonforeign and foreign areas of the region.

**Figure 4: Changes in Federal Civilian Employment in Hawaii and Alaska, 1985-1999**

State	Federal Civilian Employment (1985)	Federal Civilian Employment (1999)	Change in Federal Employment (1985-99)	Percentage Change in Federal Employment (1985-99)
Hawaii	23,044	19,259	-3,785	-16.4%
Alaska	10,711	11,328	617	5.8%
All States	1,909,349	1,612,639	-296,710	-15.5%

Source: Congressional Budget Office Report, May 2001: *"Changes in Civilian Employment"*

In spite of Hawaii's image as a tropical paradise, Federal agencies in Hawaii experience recruitment and retention difficulties due to a number of factors outlined in the Introduction. The effect of the extremely high cost of living in Hawaii and distance from family and facilities on the Mainland, is worsened by high relocation costs<sup>7</sup> for Hawaii-based agencies and the negative perception of the public school system.

In a major effort to comprehensively address the human capital crisis and provide agencies with the tools they need, the Federal government is working on civil service reform at the national level to create a more flexible recruitment and compensation system and a performance-based workforce as part of its management flexibility agenda. In a March 19, 2002 testimony before the Senate Subcommittee on International Security, Proliferation and Federal Services, OPM Director James identified five flexibilities that need to be included in a successful Federal workplace reform package:

- improving the existing recruitment and retention incentives;
- providing greater hiring flexibility in areas where there is a shortage of candidates;
- streamlining the process for testing innovative human resources concepts;
- establishing a permanent voluntary separation incentive authority; and
- senior executive initiatives such as eliminating the requirement for recertifying career executives every three years.

Our local Federal agencies cannot rely solely on a Washington solution. We will also need to work our "Hawaii" specific and regional human resources challenges. We must take the initiative and plan ahead to ensure our agencies can attract and retain a skilled workforce to meet our future mission requirements. Otherwise, based on present recruitment and retirement data, our Federal agencies could face critical workforce skill shortages.

<sup>7</sup> It costs agencies on average between \$60,000-\$120,000 to relocate a person from the Mainland

This projected skill shortfall is particularly true in the occupational categories of Information Technology Specialists (GS-2210), Budget Analysts (GS-560), Engineers (GS-800), Social Insurance Specialists (GS-993 Grades 7-11), Nurses (GS-610) and other medical occupations (Medical Officers GS-602, Dental Hygienists GS-682, Dental Technicians (GS-683), Child Care (GS-1701) positions, Riggers (GS-5210), Social Workers (GS-0185), Contract Specialists (GS-1102) and Physical Science Technicians (GS-1311).

Failure to address this potential skills shortage may lead to a broken career development pipeline that would significantly increase our hiring gap rate and also adversely impact our ability to successfully accomplish our Federal agencies' missions. It is estimated that it can take between 12-18 months for a new hire to become fully productive. Further, any increase in hiring gaps causes full-time equivalent underexecution that can lead to a downward spiral in out-year funding.

In summary, in order to avoid skills shortages and hiring gaps that would adversely affect our future missions, it is prudent management to develop and implement a strategy for shaping our future civilian workforce.

## **ADDRESSING THE HUMAN RESOURCES CHALLENGE**

In developing a strategic roadmap and action plan for handling the human resources challenge it became clear that, while certain issues are specific to the Federal workforce in Hawaii and require local interagency initiatives to address them, many have broader application across the Federal government and as such require government-wide policy and legislative change. Accordingly, we have outlined below the key issues, problems and challenges identified through our interagency working groups and broader research, and the solutions we recommend at either the local or Government-wide level. The final range of issues and recommendations agreed upon were confined to those which are truly "interagency" in nature and which are also realistically achievable within the next three to five years.

Our overall strategy for overcoming the human capital challenge is to employ several human resources tools to enhance our agencies' ability to meet and overcome the emerging human resources challenge. These basic tools are discussed below. Appendix B contains the detailed strategic action plan outlining specific implementation of the report's recommendations.

To guide our approach to workforce shaping, we have taken full account of the President's Management Agenda. This Agenda is designed to push decision-making down to the managerial level, allow managers to make decisions regarding their own employees and reduce layers between citizens and decision-makers. The Agenda also aims to free managers and employees from cumbersome personnel rules and regulations and provide greater flexibility to acquire and develop talent and leadership.

Moreover, Federal agencies' achievements are being measured via the President's Management Scorecard. The Scorecard comprises five elements against which all Federal agencies and departments are graded: strategic management of human capital, competitive sourcing, improved financial performance, expanded electronic government

and budget and performance integration. The Office of Management and Budget's (OMB) Executive Scorecard is measuring every agency's progress toward all five initiatives in the President's Management Agenda, including Human Capital. The Human Capital Scorecard, designed by OPM to assist agencies to meet the required standards, has been identified by OMB as the most important of the five initiatives because if it is not carried out correctly the other four cannot be implemented.<sup>8</sup> The Human Capital Scorecard comprises five dimensions of human capital: strategic alignment, strategic competencies, leadership, performance culture and learning. A copy of the full Human Capital Scorecard is provided at Appendix D.

In an April 2002 speech to the National Press Club, OPM Director James stated:

*"By implementing the President's agenda, we will be able to attract the best and brightest, people with fresh ideas and who understand that government service is a noble calling and not just a job ... We must be prepared for the future, especially in light of the fact that the government may lose up to 40 percent of the work force due to retirements over the next five years.*

*By giving managers greater flexibility in hiring, training, and compensating their employees, we allow them to be more responsive and nimble in their service to the needs of the American people, we give them the tools to get the right people, at the right time, with the right skills to get the job done for the American people."*

In sum, the value of human capital has increased dramatically and skilled personnel have become the scarce resource organizations need in order to succeed. Comptroller General David M. Walker stated in his testimony before the Senate Subcommittee on International Security, Proliferation and Federal Services hearing on March 19, 2002:

*"Serious human capital shortfalls are eroding the capacity of many agencies, and threatening the ability of others, to economically, efficiently and effectively perform their missions."*

## **RECRUITMENT AND RETENTION**

Any effort to achieve and sustain an optimum workforce must be supported by effective and flexible recruitment and retention systems. With the plethora of laws, regulations and centrally driven policy prescriptions, the Federal government has long struggled under a cumbersome recruitment process and limited retention tools. Accordingly, Federal agencies have not been able to compete effectively with the private sector in attracting and keeping "the best and the brightest." The detrimental effects of this on the overall skill level and balance of the Federal workforce have never been more evident than at present, particularly following years of significant and often arbitrary cutbacks throughout the civil service. A concerted effort at all levels is required to turn this situation around by providing agencies with the flexibility to acquire and develop talent and leadership.

In an August 2001 report entitled "*The Federal Employee Recruitment and Retention Crisis: Failure of the Federal Employees Pay Comparability Act of 1990*" the Greater Los Angeles Federal Executive Board states that:

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<sup>8</sup> Statement by Lisa Fairhall, Head Personnel Policy, OMB, at the National Association of Public Administration Performance Conference, College Park, Md, June 2002

*“One of the most daunting challenges is the ability to hire and retain good employees. A less capable workforce severely impedes satisfaction of the public’s needs... We simply cannot attract enough people with the requisite knowledge, skills and abilities to enable optimal performance of our missions. And high turnover is often more damaging than the inability to recruit people. It takes years to recoup the investment in time and effort to adequately train and educate new employees to the point where they become truly productive. The loss of a department’s or agency’s valuable “institutional knowledge” causes significant delays and disruptions to the mission.” (pp. 1-2)*

There has been a widespread and profound reaction to this human capital crisis at the national level, leading to concrete proposals for practical and innovative changes. A proposed *Federal Workforce Management Improvement Act* introduced by Sen. George Voinovich would revamp parts of the Federal personnel system including an overhaul of the hiring process to provide managers with a broader array of job applicants to choose from when hiring. This would allow placing applicants in categories based on their skills and experience, thereby increasing the pool of potential hires. The draft legislation would also require agencies to create “chief human capital officers” to focus on workforce planning strategies and “training officers” to ensure employees get up-to-date training related to their jobs and agency mission. In addition, the *Managerial Flexibilities Act* provides technical personnel management fixes that remove barriers to efficient management and allow Federal managers enhanced use of personnel flexibilities currently in place.

## **RECRUITMENT**

Much is already being done at the national level to streamline and simplify the Federal recruitment process, in part building upon the successes and lessons learned from the various demonstration projects in operation in several agencies as early as the 1980s. OPM Director James wrote to the Human Resources Management Council on March 25, 2002 on agency responsibilities to recruit and assess high quality candidates. She identified hiring practices that were unacceptable in this context, including describing job qualifications too narrowly, restricting individuals who do not have internet access from being able to apply, not providing a point of contact and phone number in job announcements and incorrect administration of assessment tools.

To assist agencies in this respect, OPM has engaged two consultants to revamp Federal job announcements. Advertisements for government job vacancies are long, complicated and often use agency specific terminology. OPM aims to cut back on the length of job announcements, while at the same time give clearer explanation of what is expected. The new initiative is also aimed at getting managers and HR professionals to highlight in job announcements the benefits of working for the Federal government.

This is particularly important in addressing the difficulty in attracting young, talented college graduates to Federal service. A recent poll commissioned by the Partnership for Public Service found that only one in six college graduates expressed significant interest in Federal employment. Moreover, only 41% of the Federal workforce had a college conferred bachelor degree or higher as of September 2000.<sup>9</sup> A major initiative to attract

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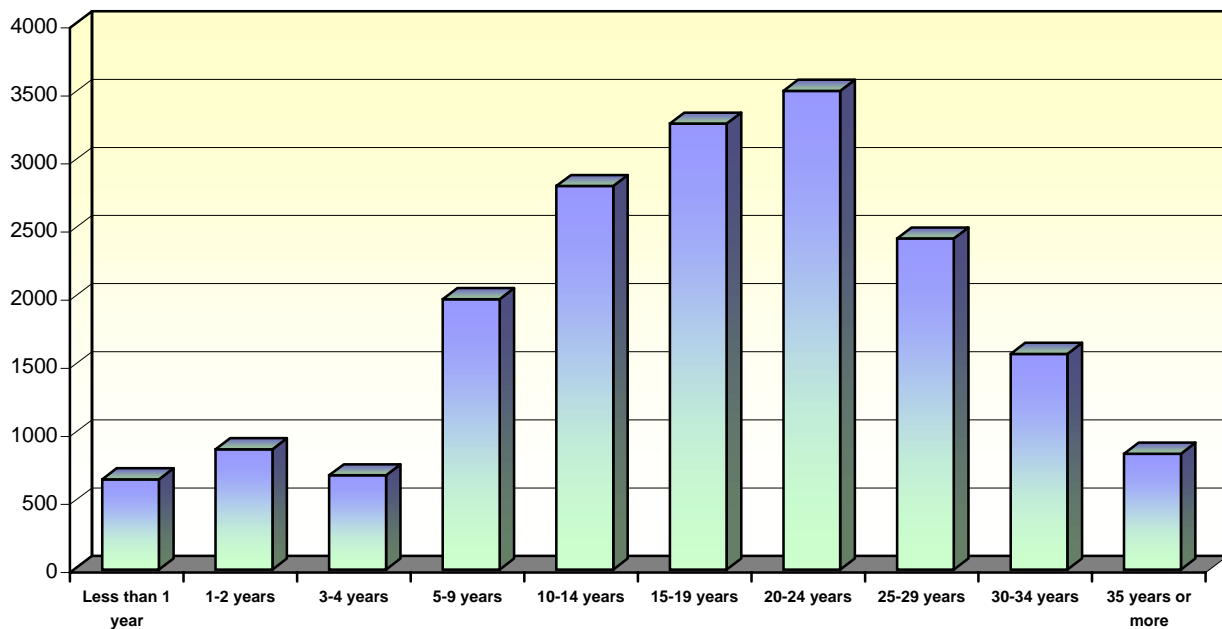
<sup>9</sup> OPM Fact Book 2001

young people into the Federal government is the “*Call to Serve: Leaders in Education Allied for Public Service*” Campaign which is discussed later in this section.

Equally critical are the challenges facing mid-career entry into government service. In a February 2002 report entitled “*Mid-Career Hiring in the Federal Government: A Strategy for Change*,” the Partnership for Public Service showed that mid-career professionals looking to change careers are rarely welcomed into the Federal government. The study found that professionals from outside of government were unable to apply for nearly half of the vacant mid-level civil service jobs in 2001, since 47 percent of all Federal job vacancies at this level were not open to outside competition. In 2000, only 13 percent of mid-career hires were candidates who did not already hold Federal jobs. Partnership President Max Stier, in presenting the report to Harvard’s Kennedy School of Government, cautioned “*if nothing is done to bring talented, mid-career professionals into Federal service, government will face a serious skills gap in the near future.*”

This issue is an important one for Hawaii given the number of Federal employees who have long length of service and are approaching retirement age. Figure 5 shows that the highest number of Federal employees in Hawaii have 20-24 years of service, followed by those with 15-19 years of service, so that the next five to ten years will see many people potentially reaching eligible retirement age and corresponding length service.

**Figure 5: Number of Federal Employees in Hawaii by Length of Service (Dec 2001)**



Source: <http://www.fedscope.opm.gov>

While legislative change to provide greater flexibility of the recruitment system is critical, it will be equally important for individual agencies to provide adequate funding to support and use these flexibilities. This requires commitment from senior management and establishment of a central budget for recruitment within agencies to enable managers to use tools such as recruitment, retention and relocation bonuses.

Local initiatives are also underway to enhance recruitment by Hawaii-based Federal agencies, by addressing the factors most commonly affecting people's decision to move to Hawaii. One notable example is an effort to improve the quality of education in Hawaii's public school system. The U.S. Commander in Chief, Pacific Command co-chairs a Joint Venture Education Forum (JVEF) with the Superintendent of the State Department of Education. The JVEF was established three years ago to improve the schools and assist the Department of Education in understanding and supporting the needs of military children and their families. To achieve this, the members of the JVEF focused on the overall improvement of the educational system for students in all Hawaii school districts. One of the JVEF's major responsibilities has been targeting of the five million dollars that Senator Inouye, D-HI, appropriated for three consecutive fiscal years. This funding has gone to renovating facilities in 23 public schools, purchasing text books and upgrading computer labs.

To further encourage and supplement these national and local endeavors, the FEB working group has several recommendations for legislative change designed to achieve greater recruitment flexibility.

### **Legislative Initiatives**

#### ***Increase the scope to recruit outside Title 5 by increasing demonstration project applicability***

Personnel management demonstration projects have provided a means for testing and introducing beneficial change in Government-wide HR management systems. Under the program, a Federal agency can obtain OPM authority to waive existing Federal HR management law and regulations to propose, develop, test and evaluate interventions for its own HR management system.

Examples of laws and regulations that may be waived under Title 5 include requirements for qualification, recruitment and appointment to positions; classification and compensation; assignment, reassignment, or promotions; disciplinary actions; providing incentives; establishing hours of work; involving employees and labor organizations in personnel decisions; and reducing overall agency staff and grade levels.

Legal requirements for the scope of demonstration projects include limits on the length of the project (no more than five years, with some extension permitted); the number of employees per project (no more than 5,000 employees); submission of a formal project plan; and notification to Congress and employees.

The FEB supports the growing need by Federal agencies for expanded successful demonstration projects and an increase in the range of HR flexibilities they allow. In response to this, OPM has stated its support for proposals to simplify and streamline the current cumbersome and time-consuming process for demonstration projects. The proposed *Federal Workforce Management Improvement Act* would provide a mechanism to make tested innovations permanent; to permit other agencies to adopt them; and to allow an agency to create a permanent Alternative Personnel System (APS) that maintains merit system principles and other core values.

Efforts are already underway in some agencies to seek greater flexibility in this respect. The Department of Army is implementing Section 8151 of the DoD Appropriations Act FY 2002 (Public Law 107-117) that provides authority for expedited medical direct hiring. The Public Law applies to 11 eligible medical occupations and removes the requirement for job announcements and referral lists when recruiting for these occupations. While the merit system continues to apply, existing veterans preference rules do not apply, although veterans' applications and resumes must be annotated as such. In addition, the Department of Defense (DoD), as part of its Fiscal Year (FY) 03 Legislative Program proposals, is seeking APS authority and streamlined demonstration project authority. The proposal removes limits on the number of demonstration projects and the number of participants in a given project, provides a faster approval process and allows projects to be converted to APS.

The legislative proposal for the U.S. Department of Homeland Security would give the new Secretary the flexibility to draw from the best practices of the public and private sectors in order to develop a new personnel system for the Department's 170,000 employees. The legislation would allow hiring of people more easily as individual contractors rather than as actual employees, and includes scope to pay employees market rates and ensure accountability for individual performance.

### ***Abolish the "rule of three"***

The "rule of three" requires managers to select from only the highest three eligible candidates when recruiting people from outside the Federal government. This significantly limits managers' choices and the FEB supports current efforts to remove this artificial barrier.

One approach under consideration by the Administration is legislation to allow for categorical ranking. Categorical ranking provides agencies with a simplified process, engages managers in the hiring process, expands the candidate pool and preserves veterans' preference. OPM Director James has said that she would support category ranking as long as it preserves veterans' preference and that current proposals would give agencies the ability to divide candidates into two or more categories, instead of giving them a numerical ranking. An appointing official would then be able to select any applicant in the highest quality grouping.

This approach has been used in demonstration projects in the Department of Defense where candidates are placed in quality groups: basically qualified (70 points), highly qualified (80 points) and superior (90 points), based on job-related criteria and veterans' preference. The USDA version separates qualified candidates into two groups and selects any veteran from the superior candidate pool. If there are no veterans to select from, they choose any non-veteran from that pool.

***Allow conversion of temporary and term employees to permanent appointments without competition***

In a recent report,<sup>10</sup> the General Accounting Office called for OPM to conduct a survey to determine the number of temporary limited employees that have been working for extended periods, and the reasons and conditions that led to these occurrences. GAO recommended that OPM use the results of the study to modify the regulations governing temporary limited employees to address any problem areas found.

In many cases, temporary and term employees are employed for continuous periods, as permitted by regulations, to fill critical functions but then have to competitively apply for permanent appointment, frequently for the same position they are occupying. The FEB supports authorization to non-competitively convert temporary and term employees to career-conditional or career appointments, if competitive procedures were met when they were first appointed. Having this conversion flexibility will maintain continuity of skills in critical positions and assist in shaping the workforce in response to emerging technological, scientific, engineering, security and administrative mission requirements.

***Waive dual compensation/annuity offset to allow reemployment of annuitants for critical skills shortages***

Retired Federal employees represent a valuable pool of talent, with 80 percent of the baby boomer generation planning to work during retirement.<sup>11</sup> The FEB recommends legislation to permanently waive dual compensation limits for appointment of former retired Federal employees when needed to fill critical skill shortages. Effective October 1, 1999, the dual compensation rules no longer apply to hiring retired military personnel. Following the events of September 11, 2001, a temporary waiver of the dual compensation restriction was approved for former Federal employees reemployed in certain Defense functions (until September 30, 2002.)

**Local Initiatives**

***Develop an interagency advertising and recruiting clearinghouse***

The FEB recognizes that effective communication and advertising of Federal job vacancies is a critical factor in ensuring that all potential candidates are aware of vacancies. There are 76 Federal agencies in Hawaii and a job search currently involves going to each agency's website, or wading through USAJOBS, to locate any Hawaii-based Federal jobs.

To facilitate easier access in this regard, the FEB will work with local Federal agencies to establish a central link on its website that will enable job seekers to access all of the job sites on Hawaii-based Federal agency websites.

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<sup>10</sup> "Federal Employees, OPM Data Do Not Identify If Temporary Employees Work for Extended Periods"

<sup>11</sup> Center for Demographic Policy, 2002

### ***Develop and publish a Job Guide for external applicants***

With the assistance of local Federal agencies, the FEB will develop a Job Guide for people outside the Federal government who wish to apply for employment with the government. The Guide will be designed to explain the recruitment process and advise people about where Federal government jobs are advertised and the most effective means of applying. The FEB intends that this will enhance the ability of people to apply for government jobs, and so increase the size and quality of the applicant pool.

### ***Publish interagency critical skills shortages***

To supplement the initiative described above, the FEB will work with local Federal agencies to further enhance application of its website by posting local Federal agency vacancies for critical skills shortages to maximize the exposure and advertising of these jobs. Our intent is to make it significantly easier for the general public to locate and apply for Federal government jobs. As part of this initiative, the FEB will ask local Federal agencies to identify and analyze workforce gaps and skills shortages. This will raise awareness of critical skills shortages among the Federal workforce in Hawaii and facilitate mobility between agencies to achieve better workforce balance. These efforts would be further enhanced by proposals in the *Federal Human Capital Act 2001, S. 1603* for a new direct-hire authority where there is a shortage of candidates or a critical hiring need, to enable agencies to help fill jobs quickly and efficiently.

### ***Educate managers and employees on the recruiting process including the Student Career Experience Program (SCEP) and the Outstanding Scholar Program***

Managers should be encouraged to use more creative and effective ways to recruit and a first step to achieving this is to educate managers about existing hiring flexibilities. In this regard, OPM has published a Handbook: *Human Resources Flexibilities and Authorities in the Federal Government*. The Handbook is designed to outline the HR flexibilities and authorities currently available and how agencies can use these flexibilities to manage human capital challenges. An extract from the Handbook is provided at Appendix E (section A of the Handbook). The full text version can be found at <http://www.opm.gov>.

Some agencies have also been proactive in ensuring that their managers are fully informed of existing hiring flexibilities. An excellent example of this is the Department of Navy's (DoN) "*Quick Reference Guide to Hiring Civilian Employees*." DoN describes the Guide as an easy-to-use summary of various options and steps for managers to consider when filling jobs. A copy of the Guide is provided at Appendix F.

To educate Federal managers in Hawaii about specific recruiting processes, the FEB will work with local Federal agencies to sponsor seminars on SCEP and the Outstanding Scholar Program. This will supplement the existing information link on Honolulu-Pacific FEB's website (<http://www.honolulu-pacific.feb.gov/>) which quickly directs managers and employees to a wide range of HR and other information.

***Enhance local marketing and recruitment efforts by holding local interagency career and college fairs***

A recent public opinion survey on attitudes toward Federal civil service, conducted by the Partnership for Public Service, found that a lack of information about Federal employment opportunities is the single greatest obstacle to recruitment. While 52 percent of non-Federal workers are well-informed about private sector opportunities, just 29 percent felt well-informed about vacancies, career paths and possibilities in the Federal sector. Moreover, only 21 percent of college graduates surveyed recall a Federal recruiter ever visiting their campus.<sup>12</sup>

The government has traditionally relied on its guarantee of job security as a prime means of attracting people to the civil service. Not only has this been eroded by downsizing and contracting out, the younger generations do not expect a guarantee of job security, and indeed anticipate working in a number of jobs and even careers, throughout their employment.

This problem is being seriously tackled through the recent nationwide “*Call to Serve: Leaders in Education Allied for Public Service*” campaign jointly promoted by OPM and the Partnership for Public Service. The campaign is aimed at educating students about government job opportunities to encourage the best and the brightest to seek careers in public service. In launching the campaign, OPM Director James stated:

*“We have a tremendous need for new talent, new energy and new creativity to do the work of government in the 21<sup>st</sup> century ... we’re looking for go-getters with fresh ideas who are eager to make a contribution.”<sup>13</sup>*

OPM and the Partnership for Public Service pledged to streamline the Federal hiring process by creating clear, understandable job announcements and instructions for applying, a user-friendly application process that is not unduly burdensome or time-consuming and a timely decision-making process. The initiative is designed to strengthen the ties between government agencies and 347 colleges and universities.

This Campaign complements a proposed “*Generating Opportunity by Forgiving Educational Debt for Service (GOFEDS) Act*” which would allow the government to offer tax-free loan forgiveness as a recruitment incentive to bring the best and the brightest into government service. With the number of student loans increasing from 5.1 million in 1992-93 to 9.4 million in 1998-99, paying off student loans is a key factor in post-graduate employment. While the Federal government has new authority to offer loan forgiveness as part of a recruitment package, it is rarely used. The GOFEDS Act would make that authority more attractive by ensuring that the potential employee does not have to pay taxes on the loan forgiveness paid by the government.

In Hawaii, recruitment and retention problems are especially difficult due to the fact that many young people leave to find greater and higher paying job opportunities on the

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<sup>12</sup> Partnership for Public Service, *Public Service in the Public Eye*, April 30, 2002

<sup>13</sup> George Washington University, Washington, DC, April 22, 2002

Mainland, thus limiting the labor pool of younger people available to enter Federal employment.

As part of the local approach to market Federal government employment to young college graduates, Hawaii-based agencies, led by the FEB, will:

- partner with local colleges and organizations,
- participate in job fairs at colleges,
- advertise with professional organizations, and
- undertake more aggressive marketing through the print and electronic media, including through the Honolulu-Pacific FEB webpage.

Much of the discussion above is equally relevant to recommendations in the training and development and quality of life sections of this report. We recognize that while recruitment and retention underpin many of the other recommendations, a package of compensation, training and development and quality of life tools is critical to an agency's ability to successfully and continuously attract and retain the best and brightest.

## ***RETENTION***

Retention is an equal partner with recruitment in ensuring a high quality Federal workforce. The cost of losing top performers with years of experience in an agency is huge, both in terms of the loss of expertise and the investment required to attract and develop other employees to fill the knowledge gap. Maintaining a productive and satisfied workforce through innovative retention strategies is one of the key challenges for Federal agencies.

The Brookings Institution's Center for Public Service has recently convened a new *National Commission on the Public Service* to examine 14 areas of concern affecting the Federal government, including the public-private sector pay gap and salary comparisons. The Commission will also examine the problems of employee retention within specific occupational fields as well as within managerial ranks of the civil service. Paul Light, Vice-President and Director of Governmental Studies at the Brookings Institute and Senior Advisor to the Commission claims that the government will have significant recruiting problems in coming years. He reports that "*of the 112,000 people who began government careers in 1983 and 1984, only three out of every ten were still working towards their Federal pensions in 2001.*"<sup>14</sup>

### **Legislative Initiatives**

#### ***Abolish the time-in-grade requirement***

Time spent at a certain grade level does not differentiate between levels of performance, nor does it demonstrate excellence in performance or level of expertise. The time-in-grade regulations serve as a disincentive to high performance, encourage mediocrity and limit management's ability to select the right person for the right job. There is no positive correlation between seniority and productivity, and compensation should focus only on the quality of performance, productivity and value to the organization, regardless of age, years

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<sup>14</sup> Testimony before the Senate Governmental Affairs Subcommittee on Federal Services, March, 2002

of service or any other arbitrary factor. The time-in-grade regulations are in constant conflict with the OPM qualification standards required to qualify for civil service jobs adding to the confusing Federal employment practices.

The FEB recommends amending OPM regulations to eliminate time-in-grade requirements because they create an arbitrary and unnecessary barrier to promotion of qualified individuals by failing to recognize the experience and training applicants and current employees bring with them acquired outside the Federal government. This inhibits the Federal government's ability to attract mid-career employees, in particular.

### ***Broaden the criteria for using the retention allowance***

Under existing law (5 U.S.C. 5754), OPM may authorize agencies to grant a retention allowance of up to 25 percent of basic pay to an employee if:

- the unusually high or unique qualifications of the employee *or* a special need of the agency for the employee's services makes it essential to retain the employee; and
- the agency determines that the employee would be likely to leave the Federal service (for any reason) in the absence of the allowance.

The agency must document the basis for this determination in writing, explaining the extent to which the employee's departure would affect the agency's ability to carry out an activity or perform a function that is essential to the agency's mission. An agency can authorize a retention allowance of up to 10 percent (or up to 25 percent with OPM approval) of an employee's rate of basic pay for a group or category of employees likely to leave for other Federal employment.

OPM recently proposed a limited broadening of these criteria. Under the proposal, agencies could pay a retention allowance to an employee likely to leave for other Federal employment when the other Federal position is under a different pay system (with certain exceptions), or it is essential to retain the employee during a temporary but critical work situation. For example, an agency could pay a retention allowance to a General Schedule employee likely to leave for a higher paying position under a pay system outside of Title 5, U.S.C. (e.g., FAA). Following Administration concerns about potential bidding wars between agencies, the proposed regulations have been withdrawn from OMB consideration.

The FEB strongly believes that retention allowances are an effective means of stemming the flow of highly qualified employees from Federal agencies, and from the Federal government. The FEB advocates broadening the existing criteria and OPM's proposed changes to allow retention allowances to be used where management determines that there are critical skills shortages, regardless of the reasons why an employee intends leaving a position, or where the employee intends moving to. Most Federal employees move to jobs in other Federal agencies. Managers need to be able to confidently and expeditiously access retention tools to retain high performing employees.

***Fix the OCONUS retirement inequity through locality-based comparability pay***

The ongoing inequity in retirement annuities between OCONUS Federal employees and their CONUS counterparts is one of the greatest disincentives for employees to work for Federal agencies in Hawaii or Alaska. Regardless of other recruitment and retention efforts made both locally and nationally, if the problem of the retirement inequity is not fixed, OCONUS areas will continue to face a growing hurdle in attempting to attract and retain top quality employees. The nature and size of this inequity is explained in the Compensation section later in this report.

The FEB strongly believes resolution of this inequity is required as a matter of urgent priority.

**Local Initiatives**

***Develop a mechanism to identify and record into the Federal workforce database the reasons people choose to join or leave Federal government***

To effectively address retention problems, it is imperative to understand the reasons employees choose to join or leave an agency, or Federal government employment altogether. Few agencies have any mechanisms in place to do this and, as a result, efforts to attract and retain high quality employees may not be properly targeted. In developing effective mechanisms for identifying retention issues, it is important that the real reasons employees leave are identified through exit interviews, HR systems, forms etc., and that this information is collated, analyzed (e.g. by occupation, age, gender) and addressed across the agency. Similarly, existing employee surveys should include questions about what it is that keeps employees working for the agency and what they view as the most attractive aspects of their employment.

A number of approaches can be adopted in this regard and there are best practice examples in both the public and private sector. Air Force, for example, has conducted a pilot exit survey for engineers leaving Federal employment. A copy of the Exit Survey is provided at [Appendix G](#).

As Federal agencies are required to examine the workforce and develop strategic workforce plans that address human capital issues, the need for data systems capable of collecting and analyzing workforce data becomes critical. Retention and attrition data that characterize the reasons employees are either staying with or leaving the Federal agencies is critical to any strategic workforce planning. HR database systems need to accommodate this data.

In the Hawaii-Pacific region, the FEB will work with local Federal agencies to research and acquire a software system for conducting entrance and exit interviews, based on best practice approaches.

## **TRAINING, SUCCESSION PLANNING AND LEADERSHIP DEVELOPMENT**

The Honolulu-Pacific FEB's Intergovernmental Training Council in Hawaii has already achieved much in the area of training and development for its public sector employees. The Council develops and maintains a network of Hawaii government training and education professionals to provide opportunities for human resources development, education, communications and services for members. The Council is recognized as a model for interagency sharing efforts in the area of training and training development. Membership is open to representatives from every Federal, state and city Government agency in Hawaii with the purpose of sharing training resources and knowledge. This results in considerable cost savings.

In addition, the Hawaii Joint Training Board (HJTb) is a Department of Defense organization whose mission is to meet military and civilian training needs that can be jointly satisfied. Over a million dollars in cost savings and cost avoidance are realized each year through this interagency cooperative effort. HJTb members include Navy, Army, Air Force and Marine Corps but courses are also attended by employees of other Federal agencies.

OPM Director James recently announced that *"training is back in style"* and that tight budgets should not deter agency investment in employee development programs. Specifically, she stated: *"... if training is a tool we use to help recruit and train top people in government, then training should be considered a priority."*<sup>15</sup>

The National Defense Authorization Act FY 2002 (Public Law 107-107, Section 1112) permits agencies to pay for expenses for employees to obtain and renew professional credentials, including expenses for professional accreditation, state-imposed and professional licenses, and professional certifications and examinations to obtain such credentials. In addition, the proposed *Federal Workforce Management Improvement Act* would permit agencies to pay for classes that lead to college degrees as part of an employee's career development.

### **TRAINING**

The importance of allocating sufficient and ongoing funding to support training and development of employees cannot be overemphasized. The potential gap in continuity of operations created by the pending retirement exodus can only be overcome through sound knowledge-management strategies. These strategies should include training of younger employees, linked to clear career progression and succession planning. This requires managers to commit resources not only to the cost of training itself, but for backfilling of jobs to ensure that employees are encouraged and able to attend training without incurring a workload penalty on their return to the workplace.

Our agencies should also be encouraged to expand opportunities for e-learning, which is a particularly attractive option for Federal agencies in Hawaii given the travel costs of sending employees to the Mainland for training and development. The "National Learning

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<sup>15</sup> Training Officers Conference, Fort McNair Officers Club, Washington DC, April 2002.

Center” which is a one-stop e-learning portal for Federal workers being developed on the Department of Transportation website as part of the “e-government” initiative, could have significant potential in this regard.

There should also be a clear link between an employee’s performance assessment and the identification of their training needs. Individual skills assessments and gap analysis, based on agreed competencies, should drive individual training and development plans. The performance assessment of supervisors and managers should be directly linked to their performance as a leader – in motivating, developing staff and supporting diversity. To develop effective training programs, a training plan should be developed for all employees on commencement in an agency as part of a systematic competency development plan and linked to performance assessments and career progression.

The OPM sponsored “USACAREERS” program is a computer-based career counseling system to help organizations and their employees with career development, employment transitioning and reengineering challenges. Employees can access their interests and competencies through specific tests and then explore careers in the Federal, state and local governments. The system helps employees identify what competencies are needed for what jobs, minimum job qualifications and career progression, as well as locating jobs. Once employees have identified their interests using USACAREERS, they can find training and development activities that are appropriate for competencies needed in specific jobs.

### **Local Initiatives**

#### ***Survey and publish a list of interagency on-site training resources***

The FEB will work with local Federal agencies to develop a survey on Honolulu training facilities and resources available for interagency use. The FEB will post the results on the FEB website.

#### ***Expand, market and publicize interagency on-site training opportunities***

The FEB will work with local Federal agencies to increase interagency communication and cooperation to expand and publicize interagency on-site training opportunities.

#### ***Survey and publish a list of interagency developmental/rotational assignments***

The FEB will survey Hawaii-based Federal agencies to identify and publicize interagency on-site training opportunities and developmental and rotational assignments.

#### ***Expand opportunities for undergraduate and graduate degrees through tuition assistance and agreements with local universities***

The FEB will work with local Federal agencies to seek to negotiate partnership agreements with local universities to facilitate admission of Federal employees into graduate and undergraduate degree courses, including criteria for granting credit for work experience.

***Encourage Presidential Management Intern (PMI) rotations to Federal agencies in the Pacific***

The FEB will work with OPM and Federal agencies to encourage PMI rotation to Honolulu for the mutual benefit of the interns and Federal agencies in Hawaii.

***Identify and publicize training grant funding***

The FEB will work with local Federal agencies to research, identify and publicize training grant funding to make maximum use of the opportunities available in this respect.

***SUCCESSION PLANNING***

Succession planning establishes a process that recruits employees, develops their skills and abilities and prepares them for advancement, all while retaining them to ensure a return on the organization's training investment. Succession planning involves understanding the organization's long-term goals and objectives, identifying the workforce's developmental needs and determining workforce trends and projections.

While in the past, succession planning typically targeted only key leadership positions, it is increasingly important to include key positions in a variety of job categories. With good succession planning, employees are ready for new leadership roles as the need arises, and when someone leaves, a current employee is ready to step up to the plate. In addition, succession planning can help develop a diverse workforce, by enabling decision makers to look at the future make-up of the organization as a whole.

OPM has urged agencies to routinely reassess and update their staffing and skill needs according to mission changes, demographics and other factors. To support this, OPM is developing a web-based system that all agencies can use to help project workforce needs and analyze trends.

Current efforts on succession planning can, however, be handicapped by the consequences of years of reductions in force. For example, the National Memorial Cemetery of the Pacific in Hawaii has expressed frustration at its inability to regenerate as an organization because deputy director positions have been abolished over recent years and left no clear successors for remaining leadership positions. In short, a career pyramid does not exist at the Central Office planning level, and this significantly hinders the organization's ability to effectively undertake succession planning.

In a similar vein, the 516<sup>th</sup> Signal Brigade, Department of Army, Hawaii, will face a specific loss of corporate knowledge and expertise when two long serving Secretaries retire over the next year. The Brigade is concerned about its ability to effectively recruit behind these secretaries, particularly at the grade level involved.

Many agencies have been proactive in addressing the need for succession planning. The U.S. Coast Guard has been planning its workforce needs as far as 20 years out to help avoid future skill shortages like those experienced when the agency downsized by 4,000 people between 1994 and 1998. The U.S. Air Force is implementing a Civilian Personnel

Management Improvement Strategy based on accession planning, workforce development and retention and separation management. The Department of Army has developed a Workforce Analysis and Support System and a Civilian Forecasting System and these forecasting tools are being shared with other Federal agencies as part of a Federal-wide consortium.

### **Local Initiatives**

#### ***Educate agency leaders on succession planning***

Critical to the success of succession planning is a commitment from all levels of management. Frequently, the strongest imperative for action is the glaring visibility of the number of senior leaders who are eligible to retire within the next five years, and an understanding of the implications of this. Managers should be educated about how succession planning should work and about successful models and examples of succession planning, particularly as applied in the public sector.

To this end, the FEB will work with local Federal agencies to post succession planning information on its website and sponsor a succession planning seminar.

#### ***Identify critical skills shortages for succession planning and long term career planning***

To achieve an appropriate skill balance and properly target recruiting and retention efforts, it is vital for Federal agencies to identify existing and anticipated skills shortages by reviewing organizational missions and the skills needed to meet these missions. In this respect, managers need to actively plan for succession, rather than reactively backfilling vacancies. Agencies need to determine who is eligible to retire, how vacated positions may be designed to better meet the needs of the organization and how best to focus their recruiting efforts towards filling skills gaps.

In Hawaii, the FEB will work with local Federal agencies to post critical skills shortages on its website to facilitate awareness and maximize advertising of vacancies, as discussed in the Recruitment Section of this report.

### ***LEADERSHIP DEVELOPMENT***

OPM reports “most agencies still do not identify employees with supervisory potential and develop them for future leadership positions. As a result, supervisory selections primarily emphasize technical expertise without adequate attention to leadership competencies.”<sup>16</sup> The lack of systematic leadership skills development has a wide and detrimental impact across agencies and contributes to low staff morale and a low performance culture.

There is a critical need to establish career development plans for our Federal workforce. In the next five years, 53 percent of managers and supervisors and 65 percent of Senior Executives are eligible to retire from the Federal government.<sup>17</sup> Greater investment is

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<sup>16</sup> OPM Report: *Supervisors in the Federal Government: A Wake-Up Call*

<sup>17</sup> <http://www.opm.gov/workforceplanning>

required in the Federal workforce to provide the opportunity for interested employees to improve leadership skills and competencies and develop employees to succeed in future leadership positions. Agencies need to be able to identify future leaders early enough in the development process to ensure they obtain leadership competencies and become effective leaders in the organization. To complement this, agencies need to identify expected vacancies in leadership positions and work to develop staff to effectively transition into these positions.

In his December 2001 Human Capital Series report “*Organizations Growing Leaders: Best Practices and Principles in the Public Service*” Ray Blunt, Leadership Coach with the Council for Excellence in Government, studied five Federal organizations that have created exemplary development programs for their future leaders. Blunt reported that the basic lessons and subsequent conclusions that emerged from his study were that excellent organizations base their practices consistently on the proven principles for growing leaders; make a business case for succession and leader development; and hold themselves accountable for results in growing leaders.

The findings also revealed some highly consistent practices used by the profiled organizations in growing leaders, including use of senior mentors, identification of behavioral leader competencies for development, use of well-targeted internal training courses and use of individualized development plans.

The report cites the U.S. Coast Guard as one of the best practice organizations for leadership development. Driven by its increasingly complex mission, the Coast Guard undertook a Workforce Cultural Audit in the mid-1990s, which became a catalyst for identifying changes that were needed in the arena of human capital and leadership development. These factors led to the development of the Leadership Development Center that integrated all leadership development activities.

### **Local Initiatives**

#### ***Develop a local interagency leadership development program***

A major recommendation of this report is for the FEB to partner with OPM to establish a *Pacific Leadership Development Academy* (PLDA). The objective of the Academy would be to provide training for our next generation of leaders. The Academy would provide effective leadership skills to Federal employees to ensure a future high quality civil service in the Pacific region. As a result, efforts are already underway to establish the Academy, with enthusiastic support from many Federal agencies in the Pacific region. The Academy will be Honolulu based, Pacific in scope and Global in learning. It is proposed that the Academy would conduct a nine-month competency based program comprising three mandatory leadership classes based on OPM's leadership competencies for SES certification. A copy of the OPM leadership competencies is provided at [Appendix H](#).

An important feature of the Academy will be to gain Masters of Public Administration accreditation with local universities, consistent with accreditation OPM has obtained with the University of Colorado and American University. The Academy would be targeted towards GS-13s to GS-15s and high potential GS-12s with future expansion to a separate track for outstanding GS-7 to GS-11 employees and high potential GS-5s. The goal would

be to create a pool of well-prepared candidates who would be groomed for future leadership positions. The core curriculum would include three week-long formal leadership classes on Leading People, Leading Change and Vision and Strategic Planning. The Academy would also offer a 360 degree competency assessment, mentoring, on-line distance elective courses and optional developmental assignments and interagency orientation visits.

The FEB and OPM are continuing to develop this proposal. Legislation has been drafted to fund the Academy and is now under consideration by members of Congress. Development of our current professional Federal workforce with the aim of producing a pipeline for our future leadership manpower needs may be the most important component of our shaping the workforce strategy. The key elements of the Academy are outlined at [Appendix I](#).

Effective leadership training should facilitate greater mentoring of our Federal workforce. Mentors help cultivate employees for future leadership roles. They help employees to understand the organization, clarify career goals, analyze strengths and developmental needs, build support networks and share their insight on how to tackle challenges to be faced in learning to be a leader. Mentoring is an effective tool to help retain employees by keeping them focused on what they can achieve within an organization.

There is a pressing need to develop formal mentoring programs in Federal government and entrench these programs as a standard element of training and career development programs. The IRS, for example, has implemented an on-line mentoring program.



### ***Survey and publish a list of interagency mentors***

Federal agencies need to develop a mentoring “culture” that supports and promotes mentoring. An important first step is to educate managers and employees about mentoring and to identify quality managers and supervisors as mentors.

Some successful mentoring programs have been implemented in the private sector that provide useful approaches for the public sector. Morgan Stanley, for example, found it hard to recruit enough women to make up more than 20 percent of its brokers. To redress this, the Company brought together groups of experienced female brokers to guide high potential women in their first three years with the firm. During the three year pilot program, participants’ turnover dropped to less than half of that of a control group.

The Honolulu-Pacific FEB will facilitate and coordinate interagency efforts to implement an effective mentoring program for the Federal employees and will post a list of interagency mentors on its website.

### ***Obtain and publicize “best practice” leadership development software, forms and other practices that address competencies.***

There are numerous software products available designed to facilitate leadership development based on achievement of competencies. OPM, in developing its own Human Capital Scorecard Action Plan, identified and assessed a number of competency-based leadership assessment tools. The FEB will serve as a clearinghouse to share “best practices” leadership development programs and tools with agency members.

## **COMPENSATION, RECOGNITION AND PERFORMANCE MANAGEMENT**

### ***COMPENSATION***

Compensation is arguably one of the most important and controversial issues for Federal government employees and a key element in any recruitment and retention program. It represents one of the greatest areas for potential improvement available to the government in attracting, retaining and managing staff and in rewarding performance. The General Schedule (GS) pay and classification system has remained essentially unchanged since its inception more than 50 years ago and, as such, is widely acknowledged as being long overdue for major reform to ensure that the very different needs of a 21<sup>st</sup> century workforce are met.

OPM, with its recent publication of a “*White Paper, A Fresh Start for Federal Pay: the Case for Modernization*” has made a comprehensive and historic first step in addressing the need to modernize the Federal pay system (a copy of the Executive Summary of the White Paper is provided at [Appendix J](#)). In promoting the White Paper, OPM Director James said:

*“The Federal workforce has changed, what people desire in terms of compensation has changed, the work itself has changed and our system has not*

*changed over the years to keep pace with the dramatic changes that have happened in all those other areas.”<sup>18</sup>*

The OPM White Paper provides a framework for reviewing the impact and relevance of numerous aspects of compensation, such as across-the-board raises, "locality pay" adjustments and job classifications. It is designed to explore ways to make Federal pay more performance-oriented and a better tool for improving the strategic management of human capital. OPM claims that more than 75 percent of Federal white-collar pay raises are not linked to the achievements or competencies of employees. The White Paper emphasizes the need for Federal pay to be more flexible and more closely tailored to each agency's requirements:

*“A modernized [pay] system could allow agencies considerable flexibility so that each agency might develop specific pay programs and practices to recruit, manage, and retain the results-oriented competencies necessary to accomplish its mission.” (p.10)*

The need for market-based pay rates has been particularly recognized for information technology (IT) workers. A major study by the National Academy of Public Administration (NAPA) found that the need to retain and find new employees is most critical for IT professionals and recommended market-based pay scales for government IT workers.

### **Legislative Initiatives**

#### ***Fix the OCONUS retirement inequity through locality-based comparability pay***

The retirement annuity inequity affects Federal employees in Hawaii and Alaska and those working outside the continental United States (OCONUS) who do not receive locality-based comparability pay. This retirement inequity is the most pressing problem facing Federal employees in these areas and acts as a disincentive for other Federal employees to take jobs in the Pacific region.

The retirement inequity for OCONUS Federal employees results from the fact that the cost of living allowance (COLA) and post differential paid to Federal workers in OCONUS areas are not credited when computing retirement annuities for these employees. By contrast, Federal workers on the continental United States (CONUS) are paid locality pay that is included in their base pay for computation of their retirement annuity. As a result, the average employee's retirement annuity in Hawaii and non-CONUS areas now lags their CONUS counterparts by \$250 a month and, at the managerial level, the annuity lag can exceed \$600 a month. Over twenty years, this annuity gap can cost retired senior civilian employees over \$100,000.

Consequently, when employees retire in Hawaii, Alaska and other non-CONUS areas, their income is reduced by fifty percent because they lose COLA and face a significant annuity shortfall even though they live in high cost areas. To avoid this penalty, many senior employees are compelled to rotate to the CONUS to receive the benefit of having

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<sup>18</sup> Federal Employees News Digest, Vol. 51, No.36, April 15, 2002

locality-based comparability pay used to compute their retirement annuities. For those employees who call Hawaii home, however, rotating to the CONUS is not a viable option.

Hawaii-based Federal agency representatives recently met with Senator Akaka, D-HI, to express support for his work with other members of the Senate Government Affairs Committee to address an OPM proposal that provides a means for fixing this retirement annuity inequity. In the past, the FEB has proposed a number of solutions to this annuity problem and remains committed to resolving this inequity.

### ***Broaden agency authority for pay banding***

Pay banding (or broad banding) means that a salary structure is divided into fewer, broader pay ranges than traditional grades, thereby reducing the number of traditional grades and widening the grades. Under the concept of pay banding, the classification, compensation and performance evaluation systems for the current 15 GS grades would be combined into a few broad pay bands. The FEB strongly supports pay banding to provide greater flexibility in recruitment by allowing a wider range of in-hire rates, enhanced retention by improving the linkage of pay for performance and more directly linking employee effectiveness to the organization's mission and goals.

The Corporate Leadership Council, with the assistance of OPM, recently conducted a study on selected organizations' reasons and processes for implementing pay banding and outcomes of pay banding projects in state and local governments. The study found that:

- the prime reason the organizations implemented pay banding was to meet the demographic challenges of the current and future government workforce and a strategic imperative to drive higher performance;
- through pay banding, the organizations aim to increase their ability to compete for talent, increase the flexibility of their compensation systems and simplify their job classifications;
- all organizations combined pay banding with pay for performance or competencies to some extent.

In its White Paper, OPM reports that while the GS uses a 30 percent range width (i.e., a GS grade's maximum rate equals 130 percent of its minimum rate), private sector pay structures typically have range widths of at least 50 percent for professional positions and ranges of 80 percent or more under pay banding systems. Pay banding has already been successfully implemented in Federal agencies such as the Internal Revenue Service (IRS) and Federal Aviation Administration (FAA) and has provided managers with greater flexibility and authority to set pay.

### ***Increase compensation flexibility***

Increased flexibility in compensation and benefits packages is an important management tool in competing with the private sector for the best talent. OPM recognizes in its White Paper that compensation is broader than just money and asserts that today's conception of reward systems has necessarily widened to include a spectrum of conditions that might be termed a "reward environment." OPM goes on to say that research shows that even

well-paid employees will leave when competing employers offer a better total rewards package (p.40) and that “*the time may have come to recognize that [the merit] principle might be equally well served by simpler, more flexible practices designed to fit a particular organization and workforce.*” (p.36)

Best practice approaches to compensation flexibility include flexible spending accounts. For example, employees can elect to allocate pre-tax dollars to nominated items such as health insurance, mortgage payments, school fees or vehicle leasing. This can be implemented at no or minimum cost to employers. OPM Director James stated her support for flexible spending accounts to National Treasury Employees Union representatives at a conference in March 2002.

This issue is gaining publicity and support. At a hearing on May 21, 2002, the House civil service subcommittee considered private sector “cafeteria plans” as a way to enable Federal employees to design their own benefit packages. The FEB supports these efforts to increase the flexibility of Federal pay and benefits.

### ***Establish a permanent voluntary separation incentive authority***

Currently, Federal agency employees can retire under the “early-out” (or buyout) authority only if OPM determines that an agency is undergoing a major reduction-in-force, major reorganization, or a transfer of function. Under this authority, employees can retire under either the Civil Service Retirement System (CSRS) or the Federal Employees Retirement System (FERS) if they meet certain age and length of service requirements. OPM statistics show in 1999, 12,246 Federal employees elected to take an “early out” retirement, at an average age of 52.8.<sup>19</sup>

Buyout authority is a very effective tool for agencies to achieve an appropriate skills balance. At the national level, in the absence of a permanent government-wide buyout program, some agencies are seeking special legislation to either obtain buyout authority or, if they already have it, to let them extend their programs anywhere from three to five years. The extended buyouts (a maximum payment of \$25,000) would give agencies flexibility to correct skills imbalances and would be a bonus for Federal employees who either can retire now or who want to work longer to boost their high-3 average salary for annuity purposes.

The proposed *Federal Human Capital Act 2001, S. 1603*, introduced by Sen. George V. Voinovich, would permit agencies government-wide to offer buyouts up to \$25,000 and early retirement packages as a way to reshape – but not downsize – their workforces. The FEB strongly supports this initiative as a means of enabling agencies to optimize their workforce shaping efforts.

### ***Allow sick leave accrual to count towards FERS retirement***

Currently, Federal employees covered by the CSRS have their sick leave accrual included in their retirement annuity calculations, while employees covered by FERS do not.

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<sup>19</sup> Retirement Statistics FY 1999, OPM Office of Workforce Information

Employees covered by CSRS did not always have this benefit and legislation was passed to provide for it.

The current situation is arguably counterproductive as employees covered by FERS are more likely to have higher rates of sick leave usage than their CSRS counterparts, who tend to use sick leave very judiciously because of the financial incentive to conserve their sick leave. The FEB supports legislation to allow employees covered by FERS to have their sick leave accrual count towards their retirement computations. This would increase employee productivity and put all employees on a level playing field.

***Endorse the principle that all Federal employees should receive comparable annual pay raises to private sector employees***

In March 2002 hearings before the Senate Subcommittee on International Security, Proliferation and Federal Service Committee on Governmental Affairs, Comptroller General David M. Walker, stated that “*we need to get the facts on the pay gap*” and that it is time for an objective study to determine how much Federal pay lags behind the private sector.

The effects of this pay disparity are far reaching. Many college graduates who are potential candidates for the prestigious Presidential Management Intern (PMI) Program do not pursue the Program because the starting salary of a GS-9 (while requiring a Master’s degree) is much lower than other employment offers they are considering.

To better match private sector compensation, Federal salaries need to be more closely linked to individual and organizational performance. Concerted efforts have been made in the past to address the pay gap. The *Federal Employees Pay Comparability Act* of 1990 (FEPCA) created a locality pay system and required annual adjustments to Federal employees’ salaries and was designed to bring Federal employee compensation within five percent parity of their non-Federal equivalents over a ten year period. However, the President’s Pay Agent<sup>20</sup> has reported that after 10 years the gap has widened by up to 43.4 percent rather than achieving the five percent parity as it had intended. This can be largely attributed to a lack of full funding for the initiative.

In its White Paper on compensation, OPM states that “*it may now be time to build on FEPCA’s significant lessons and explore and develop alternative means and meanings for following the merit system principle to give ‘appropriate consideration to both national and local rates’.*” (p.16)

The issue of pay parity between Federal employees and military personnel has also generated recent debate. Under Congressional bills, members of the armed forces would receive at least a 4.1 percent pay raise next year. In an effort to provide a comparable civil service raise, some representatives have called for pay parity between the two groups, arguing that many Federal employees also make important contributions to homeland defense and the war against terrorism.<sup>21</sup>

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<sup>20</sup> The President’s Pay Agent is composed of the Secretary of Labor, the Director of the Office of Management and Budget, and the Director of the Office of Personnel Management

<sup>21</sup> FPMI FedNews OnLine, May 7, 2002

### **Local Initiatives**

#### ***Publicize flexibility tools and market the success of these tools to agency managers to encourage greater use***

OPM believes that there is much mythology about the current Federal compensation system.<sup>22</sup> OPM Director James claims that the system is more flexible than many managers and supervisors think and that specialized training is needed to enable managers use existing flexibilities. The range of existing compensation flexibilities is outlined in OPM's Handbook: *Human Resources Flexibilities and Authorities in the Federal Government* (see Appendix E, sections E, F and H of Handbook). The FEB will work with local Federal agencies to publicize these compensation flexibility tools and post them on its website.

### ***RECOGNITION***

The Federal government has traditionally been at the forefront in terms of granting employee awards for individual achievements. In its White Paper on compensation, OPM reports that when compared to other public service employers, such as State governments, the Federal awards system gives agencies considerable flexibility to reward excellence through honorary recognition, cash, or time off. OPM argues, however, that few agencies offer the financial incentives commonly available in the private sector, where employees may receive bonuses as a percentage of salary.

### **Local Initiatives**

#### ***Publicize creative and meaningful ways to recognize employees' achievements as they occur***

While there are numerous awards available in the Federal government and at agency level to reward and recognize employees for their achievements, the value and meaning of these awards has arguably been eroded over recent years. There has also been a tendency to only grant awards at the end of the budget year rather than through the year as achievements occur.

Moreover, despite the myriad awards, total Federal agency spending on performance awards as a percentage of total salaries was only 0.53% in 1999 for non-SES Federal employees. In the same year, total Federal agency spending on other cash awards as a percentage of total salaries was 0.49%.<sup>23</sup>

To introduce a more meaningful approach to rewarding employees, awards should be more judiciously allocated and tailored as much as possible to each individual's performance and unique accomplishments. The FEB will work with local Federal agencies to publicize alternative and creative ways to recognize employees and post these on the FEB website.

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<sup>22</sup> Interview with OPM Director James, *Government Executive* magazine, May 2002

<sup>23</sup> OPM Fact Book 2001

## **PERFORMANCE MANAGEMENT**

OPM Director James, in generating debate on the relevance of the General Schedule, stated that *"the General Schedule system does not permit an agency to send strong messages about performance through base pay. The outcome is that even mediocre employees can prosper, and a better performer will not necessarily get better pay."*

These remarks are supported by a 2000 survey by the Merit Systems Protection Board, in which 54 percent of employees said it was unlikely that they would receive a bonus, promotion or cash award for doing a better job. However, linking pay to job performance is traditionally a contentious issue in the government and typically draws opposition from Federal unions, which question whether agencies can objectively evaluate employees or find the money to properly reward high-level performance.

Sen. George Voinovich is considering legislation to fund a pay-for-performance program that would give agencies an additional sum of money to create a bonus pool so agency heads could recognize exceptional employees with bonuses above the annual government-wide cost of living increase.

OPM is also supporting agencies' efforts to improve their performance management systems. In September 2001, OPM issued a *Handbook for Measuring Employee Performance*, for both Federal supervisors and employees. The Handbook presents an eight-step process for developing employee performance plans that are aligned with and support organizational goals.

The cornerstone of an agency's performance improvement strategy should be a well-defined competency model and the FEB strongly supports efforts to develop more meaningful and equitable performance management systems. The FEB will work with local Federal agencies to identify and publicize best practice performance management programs.

## **QUALITY OF WORK LIFE**

Quality of work life initiatives are a critical element in recruitment and retention programs and are increasingly being linked to the achievement of mission and corporate objectives. At the 2002 Conference of the Alliance of Work/Life Professionals, speakers noted that work life programs are properly becoming so ingrained in a company's culture that the lines are blurred between work life and other efforts to aid productivity and workplace effectiveness.<sup>24</sup>

In its White Paper on compensation, OPM emphasizes the importance of what it terms "relational awards" such as learning and development and quality of work life programs, which are critical factors for employee satisfaction and retention. As OPM states: *"investing in relational awards is not a matter of being nice; it's a matter of being smart."*(p.41)

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<sup>24</sup> AWLP Conference Edition, March 2002

While pay is always an important factor in employees' decisions to stay with or leave an organization, benefits and quality of work life programs play an equally important role in these decisions. In this respect, it is important for our Federal agencies to offer a range of quality of work life benefits including part-time and job sharing arrangements, flexible working schedules, telework, health and wellness programs and in-house professional development seminars on topics such as financial planning, stress management and communication skills.

In Hawaii, resources and referrals on a wide range of quality of work life services are provided to the population via *Ask Aloha United Way* which is a statewide information and referral service with a personal touch. Calls are answered by trained specialists with a database of community services at their fingertips including health & mental health services; food, clothing and shelter; child, family & elder services; consumer assistance; emergency services; legal services; support groups; education; and recreation. All information and referrals are free, confidential and aimed at connecting those who need help with the most appropriate resources available in the local community. The service is now available 24 hours, 7 days a week by calling 211 statewide.

In addition, an organization "*Hawaii Together*" provides current and reliable data and information related to health and human service needs and enables organizations, government and communities to be proactive and creative in responding to immediate and long-term needs. It also shares information about available resources and activities and facilitates interaction and encouragement through shared perspectives and messages of hope.

The Workforce Shaping study identified a number of areas in which local efforts could further enhance work life benefits for Federal employees.

## **TELEWORK**

Public Law No. 106-346 requires all Federal agencies to establish a policy under which eligible employees of the agency may participate in teleworking (telecommuting) to the maximum extent possible without diminished employee performance. Commencing FY 01, agencies have to offer telework to 25 percent of eligible employees each year, so that by FY 04 all eligible employees have been offered telework. The legislation is designed to significantly increase the number of Federal employees who telework and so enhance productivity, reduce commuting time and stress and reduce traffic congestion. Teleworking refers to any arrangement in which an employee regularly performs officially assigned duties at home or other work sites geographically convenient to the residence of the employee.

The number of teleworkers in Federal government, whether working from home or from another remote locality, remains relatively low (4.2 percent) compared to the total U.S. workforce (20.0 percent). OPM has expressed its clear commitment to telework as being more important than ever as a strategy to meet the Government's human capital challenges."<sup>25</sup>

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OPM Memo, *Telework: A Management Priority*, October 9, 2001

### **Local Initiatives**

To facilitate telework, the FEB will work with local Federal agencies to publicize and promote telework programs under Public Law 106-346, publicize the need to program and budget for IT equipment replacement cycles to facilitate home-based telework and pursue options for interagency facilities for center-based telework.

### ***ELDER CARE***

With better health, longevity and an associated growth in the elderly population, the issues of aging and its impact on families, work environment and productivity are becoming ever more critical. In its March 2000 *Handbook of Elder Care Resources for the Federal Workplace*, OPM reports that there were more than 34 million individuals age 65 or older living in the United States in 1999 and by the year 2030, it is expected that this number will exceed 70 million, more than double the present number. Moreover, an increasing number of Federal employees face the challenges and responsibilities of caring for an aging family member or friend and approximately 25.8 million Americans spend an average of 18 hours a week caring for an ailing relative. Women, the traditional caregivers to elderly persons, today make up 44.4 percent of our workforce.

Given these demographics, it is important for agencies to offer elder care programs, policies and initiatives to assist employees who are currently, or who will be caregivers with family and work/life demands. This should include consideration of legislation for subsidization of employees' elder care costs, in the same way that child care costs can be subsidized for Federal employees.

The recent introduction of the Federal Long Term Care Insurance Program for Federal employees is an important step in ensuring that employees have the opportunity to provide long term care for themselves and their relatives. This form of insurance helps employees and annuitants pay for long term care services such as home care or care in a nursing home or assisted living facility. The program includes a resource/referral service.

The elder care issue is of particular relevance in Hawaii where there is a strong culture of caring for elderly family members in the home.

### **Local Initiatives**

To assist Federal agencies' support of their employees' elder care needs, the FEB will work with local Federal agencies to publicize leave flexibility for accommodation of elder care needs, and publicize the State of Hawaii elder care resource and referral service and existing grants to support elder care.

### ***HEALTH AND WELLNESS***

Employee health services programs generally fall into the categories of physical fitness and health promotion, disease prevention, health education and awareness and employee assistance.

Some Federal agencies have already developed best practice health and wellness programs. The Department of the Air Force, for example, was a past recipient of the OPM Director's Award for Outstanding Employee Health Services Programs for the Tinker Air Force Base Health and Wellness Center and program. The program includes fitness and nutrition, health-risk appraisals and cardiovascular disease prevention and a variety of health services for thousands of employees and their family members. Among notable health-service accomplishments are smoking cessation programs, computers that offer on-line promotion of health services to employees and a Health Promotion Working Group chaired by the base commander and comprised of unit commanders.

Hickam Air Force Base in Hawaii participates in the Pacific Air Forces' "Fit to Win" fitness award program. Under the program, employees are encouraged to earn points by participating in various fitness activities (e.g. swimming for one mile earns 6 points). Prizes are awarded to employees who achieve 3 levels of fitness based on the number of points they earn.

### **Local Initiatives**

- The FEB will work with local Federal agencies to educate managers and encourage employees about the benefits of employee health/wellness and the need for funding, flexible working hours and physical accommodation;
- The FEB will work with local Federal agencies to identify and publish a list of existing recreational facilities and pursue access to military facilities currently not available to civilians; and
- The FEB will work with local Federal agencies to promote best practice health and wellness programs for the Federal workforce in Hawaii.

### ***MAXIMIZING DIVERSITY***

One essential factor in Hawaii's human capital equation should be highlighted. Hawaii is a national leader in cultural diversity. The value of our multicultural workforce is that each person brings to their agency workplace a unique set of knowledge, skills, abilities, experiences and perceptions. The future of our agencies' success depends in large part on how well our agency leaders are able to unleash the power and wealth of this rich cultural diversity.

Our human resources professionals can help maximize the human capital potential of our workforce diversity by training our managers to create and lead an inclusive workplace that respects, understands and seeks out individual differences, fully develops and empowers the talents of each person and fosters an environment of synergistic teamwork where people who are culturally diverse can work together cooperatively and effectively to accomplish their agencies' missions. In this regard, some Hawaii-based agencies have brought in professors from the University of Hawaii to talk to the workforce about the Hawaiian culture and to facilitate diversity acceptance and trust.

### **Local Initiatives**

To further facilitate diversity in the workplace, FEB will work with agencies to encourage Hawaiian content into workplace diversity plans and promote and publicize the value of Hawaii's cultural diversity. This will include development of a guide to the cultural diversity of the Federal government workforce in Hawaii and a booklet for all personnel new to Hawaii to explain the Hawaiian history and culture and the influence of this in the working environment (in 2000, 22.1 percent of the Hawaiian population was Hawaiian or Part Hawaiian).<sup>26</sup> The FEB will also encourage agencies to integrate diversity employment objectives into succession planning. This complements national efforts to increase Federal employment opportunities for Asian Pacific Americans.



## **THE WAY AHEAD**

### **THE RIGHT PEOPLE WITH THE RIGHT SKILLS**

In summary, our best human resources strategy is to develop and deploy a variety of human resources tools to help us maintain, sharpen and replace our workforce skills and enable us to keep career development pipelines open and moving to replenish our critical skill occupations. Although none of these tools alone may suffice, when employed in concert, they should adequately address most of our future recruitment, retention and leadership development needs.

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<sup>26</sup> <http://www.hawaii.gov/dbedt>

The FEB believes this strategic action plan offers an innovative and effective model for interagency cooperation to resolve the human capital crisis. The FEB is committed to working together with local Federal agencies to execute this strategic action plan to effectively enhance our ability to recruit and retain the right people with the right skills to meet their future operational and customer service requirements. The FEB further hopes this report and its recommendations will benefit not only Federal agencies in the Pacific region but also stimulate and reinforce public debate on workforce planning and shaping at the national level. Moreover, it is our hope that our recommendations for legislative change will add weight to those government-wide initiatives already underway or being contemplated.

While the Federal government faces considerable workforce changes over the coming years, these challenges create valuable opportunities to increase the effectiveness of Federal government, enhance the Federal government as an employer of choice and empower Federal employees to more effectively serve our citizen customers.

## THE FEDERAL EXECUTIVE BOARD MISSION

As regional hubs for all government activity, Federal Executive Board work relates to five mission themes:

**Communicate - Inform member agencies of each other's initiatives and successes and the local community of national policies and priorities.**

**Reduce Costs and Improve Efficiency - Bring together agencies with common goals so that their efforts are complementary.**

**Facilitate Service Delivery - Draw together agencies with common clients so that government services are convenient for the customers.**

**Partner with Community Groups - Partner with community groups to solve problems.**

**Coordinate Emergency Service - Stand ready to marshal the resources of the entire federal community, whether to aid a member agency in a crisis or to assist the citizenry in a public emergency.**

## HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD OFFICERS

Chairman	MG Edward Correa, Jr.	State of Hawaii, Department of Defense
Vice Chair	Irene Kishita	Social Security Administration

## POLICY COMMITTEE

		<u>Term Expires</u>
Nat H. Aycox	U.S. Customs Service	Past Chair
Larry D. Burnett	U.S. Customs Service 01	9/03
LCDR Samuel S. Chinnapongse, SC, USN	DLA, Map Support Office Hawaii	9/02
Tweet T. Coleman	Federal Aviation Administration	9/03
CAPT Christopher D. Knaggs, SC, USN	Fleet & Industrial Supply Center	9/02
Paul I. Miller	Office of Personnel Management	Ex-Officio
A. B. Nonan	General Services Administration	Ex-Officio
Andrew Poepoe	Small Business Administration	9/02
RADM Ralph D. Utley, USCG	Fourteenth Coast Guard District	9/03

## APPENDIX A

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING STRATEGIC ACTION PLAN**

<b>RECRUITMENT AND RETENTION</b>		
<b>LEGISLATIVE INITIATIVES</b>		
<b>#</b>	<b>INITIATIVE</b>	<b>ACTION</b>
1	Obtain greater flexibility to recruit outside Title 5 by increasing demonstration project applicability	Seek OPM proponency/endorsement on specific legislation
2	Obtain legislation to abolish the “rule of three”	Seek OPM proponency/endorsement on specific legislation
3	Obtain legislation to convert temps/terms to permanent appointments without competition	Seek OPM proponency/endorsement on specific legislation
4	Obtain legislation to waive dual comp/annuity offset to hire reemployed annuitants for critical skill shortages	Seek OPM proponency/endorsement on specific legislation
5	Obtain legislation to broaden criteria for using retention allowance	Seek OPM proponency/endorsement on specific legislation
6	Obtain legislation to fix OCONUS retirement inequity through locality-based comparability pay (cross-reference to Item # 26)	Seek OPM proponency/endorsement on specific legislation
7	Abolish time-in-grade requirement	Seek OPM endorsement to amend regulations
<b>LOCAL INITIATIVES</b>		
<b>#</b>	<b>INITIATIVE</b>	<b>ACTION</b>
8	Develop an interagency advertising and recruiting clearing house	FEB, with the assistance of local Federal agencies, will link its website to agency recruitment websites
9	Publish interagency critical skills shortages (cross-reference to Item # 22)	FEB, with the assistance of local Federal agencies, will survey and post on its website critical skill shortage vacancies
10	Develop a Job Guidebook to assist the general public apply for Federal government jobs	FEB, with the assistance of local Federal agencies, will publish a Job Guidebook
11	Educate managers & employees on the recruiting process including Student Career Experience Program (SCEP) & Outstanding Scholar programs	FEB, with the assistance of local Federal agencies, will sponsor SCEP and Outstanding Scholar Seminars
12	Hold interagency career and college job fairs locally	FEB, with the assistance of local Federal agencies, will sponsor interagency career and college job fairs

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING STRATEGIC ACTION PLAN**

**TRAINING AND DEVELOPMENT AND SUCCESSION PLANNING**

**LOCAL INITIATIVES**

#	INITIATIVE	ACTION
13	Develop mechanism to identify reasons people choose to join or leave Federal government	FEB, with the assistance of local Federal agencies, will research and acquire software system for conducting entrance and exit interviews
14	Develop local interagency leadership development program	FEB will partner with OPM to establish a Pacific Leadership Development Academy
15	Survey and publish list of interagency on-site training resources (facilities, equipment, speakers)	FEB, with the assistance of local Federal agencies, will develop and post on its website list of common use interagency training resources
16	Expand, market and publicize interagency on-site training opportunities	FEB, with the assistance of local Federal agencies, will increase interagency communication and cooperation to expand and publicize interagency on-site training opportunities
17	Survey and publish list of interagency mentors	FEB, with the assistance of local Federal agencies, will develop and post on its website list of interagency mentors
18	Survey and publish list of interagency developmental/rotational assignments	FEB, with the assistance of local Federal agencies, will develop and post on its website list of interagency developmental/rotational assignments
19	Expand opportunities for undergraduate and graduate degrees through agreements with local universities	FEB, with the assistance of local Federal agencies, will negotiate partnership agreement with local universities to expand undergraduate and graduate opportunities for Federal employees
20	Encourage Presidential Management Intern (PMI) rotations to Federal agencies in Honolulu	FEB, with the assistance of local Federal agencies, will work with OPM and other Federal agencies to encourage PMI rotation to Honolulu
21	Obtain and publicize "best practices" leadership development software, forms and other practices that address competencies	FEB, with the assistance of local Federal agencies, will serve as clearing house to share "best practices" leadership development programs with agency members
22	Educate agency leaders on succession planning	FEB, with the assistance of local Federal agencies, will post succession planning information on its website and sponsor succession planning seminar
23	Identify critical skills shortages for succession planning and long term career planning (cross-reference to Item #2)	FEB, with the assistance of local Federal agencies, will post critical skills shortages on its website
24	Identify and publicize training grant funding	FEB, with the assistance of local Federal agencies, will research, identify and publicize training grant funding with agency members

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING STRATEGIC ACTION PLAN**

<b>COMPENSATION AND RECOGNITION/PERFORMANCE MANAGEMENT</b>		
<b>LEGISLATIVE INITIATIVES</b>		
<b>#</b>	<b>INITIATIVE</b>	<b>ACTION</b>
25	Obtain legislation to fix OCONUS retirement inequity through locality-based comparability pay (cross-reference to Item # 12)	Seek OPM proponency/endorsement on specific legislation
26	Obtain legislation to broaden agency authority for pay banding	Seek OPM proponency/endorsement on specific legislation
27	Obtain legislation and funding to increase compensation flexibility (e.g. cafeteria benefits approach)	Seek OPM proponency/endorsement on specific legislation
28	Obtain legislation for permanent authority for agencies to request and be permitted to offer “buyouts” as needed for workforce shaping	Seek OPM proponency/endorsement on specific legislation
29	Obtain legislation to allow sick leave accrual to count towards FERS retirement	Seek OPM proponency/endorsement on specific legislation
30	Endorse the principle that all Federal employees should receive comparable annual pay raises to private sector employees	Seek OPM’s support for comparability pay with the private sector employees
<b>LOCAL INITIATIVES</b>		
<b>#</b>	<b>INITIATIVE</b>	<b>ACTION</b>
31	Publicize compensation flexibility tools and market the success of these tools to agency managers to encourage greater use	FEB, with the assistance of local Federal agencies, will publicize compensation flexibility tools
32	Publicize creative and meaningful ways to recognize employees’ achievements as they occur	FEB, with the assistance of local Federal agencies, will publicize alternative and creative ways to recognize employees

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING STRATEGIC ACTION PLAN**

**QUALITY OF WORK LIFE**

**LOCAL INITIATIVES**

<b>#</b>	<b>INITIATIVE</b>	<b>ACTION</b>
33	Publicize telework programs under Public Law 106-346	FEB, with the assistance of local Federal agencies, will publicize and promote telework programs
34	Publicize the need to program and budget for IT equipment replacement cycles to facilitate home-based telework	FEB, with the assistance of local Federal agencies, will publicize and promote the need to program and budget for IT replacement cycles to facilitate home-based telework
35	Pursue options for interagency facilities for center-based telework	FEB, with the assistance of local Federal agencies, will explore options for interagency facilities for center-based telework
36	Publicize leave flexibility for accommodation of elder care needs	FEB, with the assistance of local Federal agencies, will publicize leave flexibility for accommodation of elder care needs
37	Publicize State of Hawaii elder care resource and referral service and existing grants to support elder care initiatives	FEB, with the assistance of local Federal agencies, will publicize elder care resource and referral service and identify grants
38	Educate managers and encourage employees about the benefits of employee health/wellness and the need for funding, flexible working hours and physical accommodation	FEB, with the assistance of local Federal agencies, will publicize to managers and employees the benefits of employee health/wellness programs
39	Identify and publish a list of existing recreational facilities and pursue access by civilians to military facilities	FEB, with the assistance of local Federal agencies, will identify and post on its website a list of existing recreational facilities and pursue access by civilians to military facilities
40	Promote best practice health and wellness programs (e.g. Coast Guard fitness center)	FEB, with the assistance of local Federal agencies, will publicize best practice health and wellness programs
41	Research subsidization of health/wellness programs	FEB, with the assistance of local Federal agencies, will research subsidization of health/wellness programs and publicize accordingly
42	Promote and publicize the value of Hawaii's cultural diversity	FEB, with the assistance of local Federal agencies, will promote and publicize the value of Hawaii's cultural diversity
43	Encourage Hawaiian content into Workplace Diversity Plans	FEB, with the assistance of local Federal agencies, will encourage Hawaiian content into Workplace Diversity Plans

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING INITIATIVE**

**STEERING GROUP**

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Louise McDonough – Steering Group Vice Chair	Department of Defense - USCINCPAC
L.A. Burke	Executive Director, Honolulu-Pacific Federal Executive Board
Tweet Coleman	Federal Aviation Administration
Nat Aycox	U.S. Customs Service
Irene Kishita	Social Security Administration
Mona Yamada	Department of Navy
Ann McFadden	Department of Army
Bruce Scott	Department of Air Force
Mike Heh	Veterans Administration
Paul Miller	U.S. Office of Personnel Management

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING INITIATIVE****RECRUITMENT AND RETENTION SUBCOMMITTEE**

NAME	AGENCY
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Linda Kreis	Department of Army
Grace Hurlock	Department of Air Force
Tessy Yokota	Social Security Administration
Shelia Callum	Social Security Administration
Mary Okano	U.S. Marine Corps
Jan Kuniyoshi	Department of Air Force
Beverly Murakami	Department of Air Force
Kelvin Char	National Oceanic & Atmospheric Administration
Morena Gullett	Department of Navy
Corrie Nakamoto	Department of Army
SMSgt John Murray	Department of Air Force

Continued •

**HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
WORKFORCE SHAPING INITIATIVE**

**TRAINING AND DEVELOPMENT AND SUCCESSION PLANNING SUBCOMMITTEE**

NAME	AGENCY
Kay Wakabayashi	Department of Navy
Ed Young	National Oceanic & Atmospheric Administration
Diane Wolfe	Department of Defense - USCINCPAC
Gloria Uyehara	Department of Navy
Jon Isle	Department of Navy
Herb Morikawa	Department of Army
Loretta Cornett-Huff	U.S. Marine Corps
Linda Kreis	Department of Army
Barbara Chew	Department of Air Force
Randall Kawamoto	Department of Army
Shelia Callum	Social Security Administration

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**TRAINING AND DEVELOPMENT AND SUCCESSION PLANNING SUBCOMMITTEE** (continued)

NAME	AGENCY
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Jan Kuniyoshi	Department of Air Force
Kelvin Char	National Oceanic & Atmospheric Administration
Sherri Lee	Department of Army
Corrie Nakamoto	Department of Army
Rebecca Nadler	Internal Revenue Service

**COMPENSATION AND RECOGNITION/PERFORMANCE MANAGEMENT/QUALITY OF WORK LIFE  
SUBCOMMITTEE**

NAME	AGENCY
Liana Benn	Department of Air Force
Debra Matthews	Department of Army
Ed Young	National Oceanic & Atmospheric Administration
Glenda Dugan	Department of Air Force

# Human Capital Scorecard

## Dimensions of Human Capital :

Strategic Alignment • Strategic Competencies (Talent) • Leadership  
Performance Culture (Strategic Awareness) • Learning (Knowledge Management)

### Strategic Alignment

**A**lign human capital policies to support the accomplishment of the agency's mission, vision, goals and strategies (which define its direction and its expectations for itself and its people).

Performance Goals	Measures	Operational Application of Measures
There is an explicit and well-communicated link between HR strategies and plans and the agencies' strategic objectives.	Agency has documented links between HR strategy and plans with mission/program objectives.  Agency has effective process for communicating the link between HR strategies and plans with mission/program objectives.	Assessment of agency annual performance plan and budget identifies specific human capital activities as strategies to achieve measurable program performance targets. <b>(This is a check-off item.)</b>  Governmentwide survey (GWS) data from managers and supervisors on questions regarding their understanding of how their agency's human capital strategies are intended to work in helping to achieve missions/objectives (e.g. my agency's recruitment strategies are targeted at mission critical occupations). <b>(This is a comparative item.)</b>
The organization is well structured to support its mission.	Agency has effective re-structuring and organizational deployment plans, and is taking actions based on them. The standard for "effective" is deploying the appropriate workforce mix to get the job done.	Assessment of agency plans identify specific steps to redeploy human capital to frontline services and activities (e.g. fewer decision making layers, ratio of front line staff to administrative staff). <b>(This is a check-off item.)</b>
Employees understand their organization's plans and are involved in the strategic planning and reporting process.	Employees understand how their job fits in and contributes to fulfilling the agency mission	GWS data from employees, supervisors and managers on questions regarding employee knowledge of the work they are doing (as well as the work of their organization) and how it relates to the agency's missions. <b>(This is a comparative item.)</b>

### Strategic Competencies (Talent)

**R**ecruit, hire, develop, and retain employees with the strategic competencies for mission critical occupations.

Performance Goals	Measures	Operational Application of Measures
Desired competency levels in mission critical occupations is achieved.	Agency meets gap reduction targets developed from restructuring plans.	Assessment of agency's annual performance plan shows they have developed specific strategies to address these gaps. <b>(This is a check-off item.)</b>  Statistical information from agency HR data systems, including information from agency skills/competency assessments, supplemented with educational/occupational data from the CPDF and GWS that show competency level changes in mission critical occupations. <b>(This is an improvement gauge item.)</b>
Desired recruitment/retention rate for employees with strategic competencies is achieved.	Agency meets staffing/retention rate targets for employees with strategic competencies.	Statistical information identified from CPDF and agency HR data systems and exit interviews that portray staffing/retention rates for employees with strategic competencies. <b>(This is an improvement gauge item.)</b>
Desired quality level of new hires is achieved.	Agency meets quality level targets for new hires.	GWS data from supervisors and managers in response to questions on the quality of new hires. Also based on course completion rate for those occupations that require formal training prior to achieving entry level status. <b>(This is a comparative item.)</b>

## Leadership

Ensure leadership in the agency inspires, motivates, guides others towards goals; coaches, mentors, challenges staff; adapts leadership styles to various situations; models high standards of honesty, integrity, trust, openness, and respect for individuals by applying these values.

### Performance Goals

### Measures

### Operational Application of Measures

Agency recruits, develops and retains high performing leaders.

Agency meets staffing/retention target for high-performing executives and managers. (The identification of high performing leaders to be based on organizational performance).

Agency has effective plans for leadership recruitment (including identifying potential leaders from within the organizations), development, and succession which include specific objectives, actions and timetables, and an analysis of candidate pools.

Agency creates a culture in which employees believe that they are encouraged to assume more responsibilities and to accept assignments that provide leadership opportunities.

Statistical information identified from CPDF and agency HR data systems that portray leadership recruitment/retention rates. **(This is an improvement gauge item.)**

Assessment of agency leadership plans (recruitment, retention, succession, development) and actions taken to implement them. **(This is a check-off item.)**

GWS data from employees responding to questions on the level of encouragement given to them to take on assignments that will include leadership experiences. **(This is a comparative item.)**

Agency leaders create high levels of motivation and commitment in the workforce.

Employees are focused on results and show interest in improving the services of their organization.

GWS data from employees and supervisors in response to questions on the level of interest and commitment, inspired by their leaders, to get the job done. **(This is a comparative item.)**

Leaders maintain high standards of honesty and integrity that serve as a model to the whole workforce.

Employees hold their leaders in high regard.

GWS data from employees in response to questions on the how highly they regard their leaders. **(This is a comparative item.)**

## Performance Culture (Strategic Awareness)

**C**reate a culture that motivates employees for high performance, based on their contribution to the work of the organization, and common values while ensuring fairness in the workplace.

### Performance Goals

### Measures

### Operational Application of Measures

Agency develops, rewards and retains high performers and deals effectively with poor performers.

Agency has effective performance management system that adequately distinguishes between levels of performance.

Employees believe that their performance is valued by the organization for its contribution to fulfilling the agency's missions.

Agency effectively manages employees who are performing below expectations

Assessment of agency performance management system and its application (as profiled by CPDF and agency HR data) in terms of its success in evaluating and rewarding employees based on their contribution to organizational performance. **(This is a check-off item.)**

GWS data from employees in response to questions on how performance is recognized and valued within the organization. **(This is a comparative item.)**

GWS data from employees in response to questions on how effectively their organization manages employees who are not performing up to standard. **(This is a comparative item.)**

Employees are engaged and focused on achieving the results expected of them.

Employees believe that their organization has set high but realistic results-oriented work expectations for them.

GWS data from employees and supervisors in response to questions on the expectations being set for their jobs and their level of engagement in meeting those expectations. **(This is a comparative item.)**

Agency fosters a climate that values diversity.

Employees believe that differences are welcomed and contribute to work of the organization.

Agency sets realistic diversity goals and targets and is meeting them.

GWS data from supervisors and employees in response to questions on how open the organizational culture is to differences. **(This is a comparative item.)**

Statistical information identified from CPDF and goals and targets specified in diversity plans. **(This is a check-off item.)**

### Learning (Knowledge Management)

**P**romote knowledge-sharing culture and a climate of openness; promote continuous learning and improvement.

Performance Goals	Measures	Operational Application of Measures
Knowledge management strategies and/or systems are in place.	Agency has effective strategy for knowledge management with targeted objectives and defined results.	Assessment of agency strategy and steps taken to implement it. <b>(This is a check-off item.)</b>
Agency invests strategically in training and development opportunities for employees.	Agency strategies include investment assumptions and cost benefit analyses for training and development opportunities.	Assessment of agency strategic investment assumptions and results analysis for training and development as they relate to strategic competencies and leadership development. <b>(This is a check-off item.)</b>
A climate of learning and growth exists throughout the agency.	Employees believe that their organization supports their development and expects them to improve their skills and learn new skills to do their jobs better.	GWS data from employees, supervisors and managers in response to questions on opportunities for professional development and the expectation that new information and skills will always need to be learned as the organization continues to improve. <b>(This is a comparative item.)</b>

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**Human Resources Flexibilities  
and Authorities  
in the Federal Government  
(Extract)**

U.S. Office of Personnel Management  
Office of Merit Systems Effectiveness  
Center for HR Innovation  
1900 E. St. NW  
Washington DC  
Phone: 202-606-2820  
Web site: <http://www.opm.gov>

Last Updated July 25, 2001

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## **PART I: GOVERNMENTWIDE INTERESTS**

For certain aspects of human resources management, conceiving of the Government as a "single employer" remains sound public policy. Consequently, it is important to retain Governmentwide approaches, authorities, entitlements, and requirements in several areas, including:

- \* Accountability for adherence to merit system principles;
- \* Employee protection from prohibited personnel practices;
- \* Veterans preference in employment and retention;
- \* A Governmentwide benefits system for retirement, insurance, and leave;
- \* A Governmentwide system for determining annual adjustments to the pay structures for General Schedule, Prevailing Rate System, and other employees;
- \* A statutory collective bargaining framework for labor management relations;
- \* A system of due process protections for employees related to adverse actions;
- \* A Governmentwide system for collecting and publishing workforce information;
- \* Executive management by members of the Senior Executive Service and Senior Foreign Service; and
- \* Oversight by the Office of Personnel Management.

In addition, certain principles that promote the public interest must guide agencies as they make use of the flexibilities described in this document. Such principles include:

- \* Maintaining budget discipline as human resources systems and authorities are changed;
- \* Making organizational improvements with employees and their representatives and in accordance with whatever bargaining and consultation rights are invoked by employee representatives;
- \* Insuring interagency mobility (i.e., policies should not inhibit or discourage movement in or out of the agency);
- \* Achieving reasonable Governmentwide internal equity; and
- \* Avoiding the escalation of payroll costs driven primarily by interagency competition for employees.

Within these broad parameters, agencies are free to make immediate use of the existing human resources flexibilities listed in Parts II and III of this document. They can also pursue demonstration projects that allow agencies to find new ways to hire, pay, and reward employees. See our demonstration project Web site at [ww.opm.gov/demos](http://www.opm.gov/demos) for more information.

## **PART II: EXISTING HUMAN RESOURCES FLEXIBILITIES AND AUTHORITIES**

### **A. STAFFING YOUR ORGANIZATION**

Contact: Employment Service at 202-606-0800 or email [eswebmaster@opm.gov](mailto:eswebmaster@opm.gov).

Federal agencies have many flexibilities and authorities available to hire new employees for short and long-term assignments. The following is a list of methods and flexibilities that agencies can use right now to attract and retain quality employees.

#### **1. The Federal Job Search Process**

USAJOBS is the Federal Government's centralized one-stop shopping service for agency vacancy announcements and employment information available 24/7 in multiple formats accessible to a variety of customers. Because agency job postings and employment information are in one Governmentwide system, it saves considerable time and resources for both users and Federal employees. The number of job postings has steadily increased over the last few years to almost 15,000 daily in FY 2000. There were also over 16 million visitors in FY 2000-up from 14.8 million in FY 1999 and 11.1 million in FY 1998. Online customer satisfaction ratings remain at least 90% satisfactory.

USAJOBS is accessible through three systems in which vacancy announcements and employment information are available to all customers-job seekers, Federal employees, and the general public:

- \* Web site at <http://www.usajobs.opm.gov/>
- \* USAJOBS by Phone at 487-757-3100 (487-744-2299 TDD)
- \* Touch Screen Computer Kiosk network located in OPM Service Centers, Federal buildings, and colleges and universities.

USAJOBS offers a variety of features to support the recruiting efforts of Federal agencies:

- \* Job searches that include student employment opportunities and Information Technology jobs.
- \* Employment information fact sheets on a wide variety of topics.

- \* USAJOBS by Email includes a capability for job seekers to specify up to three customized job searches and then receive an automatic email when new jobs are posted that match those search criteria. The emails provide links directly to the vacancy announcements.
- \* Studentjobs.gov provides a one-stop shopping service within USAJOBS that is strictly for Federal student opportunities. It includes links to the student search, USAJOBS by Email, a resume builder, and many agency profile articles and Web pages.
- \* USAJOBS has a resume builder that allows individuals to create, save, update, print, and even submit resumes online. Applicants can use this feature to build a resume and then print it for mailing, or in many cases, to submit electronically to hiring agencies.

To streamline the hiring process, the Office of Personnel Management (OPM) continues to make changes to the application process. For example, the requirement to submit the SF 171, Application for Federal Employment, was lifted some time ago. Agencies can accept job applications in any written format of an applicant's choice including resumes, the OF 612, Optional Application for Federal Employment, and the SF 171. These procedures have simplified the application process and encouraged applicants to seek Federal employment. Online resumes and applications may also be accepted; however, agencies are encouraged to continue to accept paper or fax copies from those who might not have easy access to computers and the Internet.

## 2. Recruiting and Examining Job Applicants

Agencies have the authority to:

- \* Conduct competitive examining for all positions (except administrative law judges) under delegation agreements between OPM and the agencies. (Pub. L. 104-52; 5 U.S.C. 1104(a)(2); 5 CFR 2.1)
- \* Use commercial recruiting firms and nonprofit employment services to recruit for vacancies. (5 CFR part 300, subpart D)
- \* Hire from a wide array of sources.

## 3. Short-Term Staffing Options

Agencies have the authority to:

- \* Bring in temporary assignees from state and local governments, colleges and universities, Indian tribal governments, and other not-for-profit organizations under the Intergovernmental Personnel Act (IPA) Mobility Program. Assignments should be made for the mutual benefit of the Federal Government and the non-Federal entity,

and are for 2 years duration. However, assignments may be extended for an additional 2 years, allowing for a maximum term of 4 consecutive years. Assignees are either temporarily appointed to the Federal agency or serve while on detail. Cost-sharing arrangements for mobility assignments are negotiated between the participating organizations. The Federal agency may agree to pay all, some, or none of the costs associated with the assignment. Such costs may include basic pay, supplemental pay, benefits, and travel and relocation expenses. (5 U.S.C. 3371-3375; 5 CFR 334)

- \* Use temporary appointments for short-term needs that are not expected to last longer than 1 year,
- \* Use Veterans Readjustment Appointments, which give veterans an excepted appointment in the competitive service up through the GS-11 or equivalent grade level, and
- \* Use the streamlined student employment program for meeting future workforce needs. (5 CFR part 316, subpart D, part 340, and 213.3202)
- \* Use term appointments for 1 to 4 years when the need for the employee's services is not permanent including, but not limited to: project work; extraordinary workload; scheduled abolishment, reorganization, or contracting out of the function; uncertainty of future funding; or the need to maintain permanent positions for placement of employees who would otherwise be displaced from other parts of the organization. Recruitment is accomplished through the competitive process. (5 CFR part 316, subpart C)
- \* Allow details of their employees within a Department for up to 120 days. Intra-agency details in increments of 120 days are allowed when approved by the head of the Department. (5 U.S.C. 3341; 5 CFR 316, 334)
- \* Employ experts or consultants for temporary or intermittent employment. The excepted service appointment is used to hire expert and consultants under 5 U.S.C. 3109 to perform expert or consultant work that is temporary (not to exceed one year) or intermittent. (This differs from employing experts and consultants through procurement contracts, which are covered by regulations issued by the General Services Administration.) Under 5 CFR part 304, an expert is someone who is specifically qualified by education and experience to perform difficult and challenging tasks in a particular field beyond the usual range of achievement. A consultant is someone who can provide valuable and pertinent advice generally drawn from a high degree of broad administrative, professional, or technical knowledge or experience. (5 U.S.C. 3109; 5 CFR part 304; agency specific legislation)
- \* Give a non-competitive temporary appointment of more than 60 days or a term appointment to 30 percent or more disabled veterans, that is, to any veteran:
- \* Retired from active military service with a disability rating of 30 percent or more; or

- \* Rated by the Department of Veterans Affairs (VA) within the preceding year as having a compensable service-connected disability of 30 percent or more.

There is no grade level limitation for this authority, but the appointee must meet all qualification requirements, including any written test requirement. The agency may convert the employee, without a break in service, to a career or career-conditional appointment at any time during the employee's temporary or term appointment. (5 U.S.C. 3112; 5 CFR 316.302, 316.402 and 315.707)

- \* Waive the 40 hours per week limitation on basic pay to one position and recruit current Federal employees for second jobs when "required services cannot be readily obtained otherwise" and "under emergency conditions relating to health, safety, protection of life or property, or national emergency."  
(5 U.S.C. 5533; 5 CFR part 550, subpart E)
- \* Use commercial temporary help services for brief periods (120 days, with extension of additional 120 days) for short-term situations. This option may be used only when regular recruitment and hiring procedures are impractical, and the commercial service is purchased through the Federal procurement system. (5 CFR part 300, subpart E)
- \* Choose to enter into various types of contracts where appropriate. These contracts follow Federal procurement regulations.

#### 4. Alternative Staffing Options

- \* Federal Career Intern Program. This program helps agencies recruit and attract exceptional individuals into a variety of occupations. It was created under Executive Order 13162 and is for positions at grade levels GS-5, 7, and 9 or other trainee positions. In general, individuals are appointed to a 2-year internship. Upon successful completion of the internships, the interns may be eligible for permanent placement within an agency. (5 CFR 213.3202(o))
- \* Veteran Employment Opportunities Act. The Veterans Employment Opportunities Act (VEOA) of 1998 as amended by Section 511 of the Veterans Millennium Health Care Act (Pub.Law 106-117), November 30, 1999, provides that agencies must allow eligible veterans to apply for positions announced under merit promotion procedures when the agency is recruiting from outside its own workforce. ("agency," in this context, means the parent agency, i.e., Treasury, not the Internal Revenue Service, and the Department of Defense, not the Department of the Army.) A VEOA eligible who competes under merit promotion procedures and is selected will be given a career or career conditional appointment. Veterans' preference is not a factor in these appointments. (Pub. L. 106-117; 5 CFR part 213.3202(n); 315.611; 335.106)
- \* Presidential Management Intern (PMI) Program. This program was established by Executive Order in 1977. It attracts to the Federal service outstanding graduate students (masters and doctoral-level) from a wide variety of academic disciplines who have an interest in, and commitment to, a career in the analysis and management of public policies and programs. (E.O. 12364; 5 CFR part 362)

- \* Veterans Readjustment Appointments. Agencies have the authority to appoint veterans in the excepted service under the Veterans Readjustment Appointment. This is a special authority under which agencies can appoint an eligible veteran up through the GS-11 or equivalent grade level without competition. The candidate must meet specific service requirements along with the applicable qualification requirements. (5 CFR part 307)
- \* Student Educational Employment Program. The authority to appoint graduate and undergraduate students in the excepted service under the Student Educational Employment Program. There are two components of this program: the Student Temporary Employment Program (STEP) and Student Career Experience Program (SCEP). These are special authorities under which agencies can appoint students who are enrolled or have been accepted for enrollment in at least a part-time schedule at an accredited institution. Appointment in the STEP program is not to exceed one year and may not be converted to permanent. Individuals in the SCEP program may be non-competitively converted to career/career-conditional appointments within 120 days of academic requirement completion. Students hired under SCEP may be granted tuition assistance by the hiring agency. (5 CFR 213.3202)
- \* Job Sharing and Other Than Full-time Permanent Positions. Making appointments with varying work schedules such as part-time (which may include job sharing arrangements), intermittent, and seasonal is a viable option to manage fluctuating and less than full-time workforce needs. Intermittent work schedules are used only when the nature of the work is sporadic and unpredictable. Seasonal work involves annually recurring periods of work that is expected to last at least six months during a calendar year. The use of varying work schedules may attract applicants who prefer to work less than full-time. (See Section C for other Work Arrangements & Work/Life Policies that promote a more flexible workforce). (5 CFR part 340)

## 5. Probationary Period

Agencies have the discretion to remove, with few procedural requirements, new appointees, supervisors, and managers during their probationary period. (5 CFR part 315, subparts H and I)

## 6. Lateral and Upward Movement

Agencies may determine the knowledge, skills, and abilities and define the specialized experience required to perform each job. They may use training agreements under which employees may receive accelerated training or on-the-job experience to gain new skills more rapidly. (Office of Personnel Management Operating Manual: Qualification Standards for General Schedule Positions).

Agencies may design merit promotion plans. (5 CFR part 335)

Agencies may also establish career ladders that allow noncompetitive promotion based on performance and acquisition of appropriate knowledge and skills. (5 CFR part 335)

## 7. Federal Student Loan Repayments

Agencies may set up programs to repay the student loans of Federal employees in order attract or keep highly qualified individuals. Under the authority at 5 U.S.C. 5379, agencies may set up their own loan repayment program and repay Federally-insured student loans as a recruitment or retention incentive for candidates or current employees. Payments to an individual may not exceed \$6,000 per year or \$40,000 total. In order to receive student loan repayment benefits, an employee must sign a service agreement to remain in the service of the agency for a period not less than 3 years. Individuals interested in student loan repayment opportunities must contact agencies directly. (5 CFR part 537)

## 8. Workforce Restructuring

Contact: Workforce Restructuring Policy Division at 202-606-0960

Management Considerations: Consider a variety of issues when determining the best downsizing or restructuring approach. These considerations may lessen the impact, help prepare employees, prevent administrative problems, save money, reduce the number of employees affected, or even avoid a reduction in force. Management considerations include:

- \* Scope. What is the size of the downsizing/restructuring? Is it driven by budget, program shifts, skill imbalances, or mandatory legislative or agency employment reductions? The size, type, and the time available affect your decision about which tools are best for your situation.
- \* Timing. The more time you have, the better, and the less likely you will need drastic measures like reduction in force. Start as soon as possible. Identify where cuts must be made and concentrate your tools and strategies there.
- \* Targeting. Targeted cuts are more effective than across-the-board cuts, which can leave the agency without the staff to perform critical functions. Identify which functions to end, to consolidate, and to keep. Then identify and target the positions impacted.
- \* Flexibility. There are multiple strategies available for downsizing or restructuring, so be flexible. Remember that reduction in force should be the last resort. Make your strategies compatible with the agency's mission and goals.

Multiple Strategies: The following tools and strategies are available to effect downsizing and restructuring. Consider the alternatives that best fit your situation.

\* **Inplacement Programs.** Strong inplacement programs, where agencies freeze vacancies and give surplus employees priority for them, can reduce outside hiring and create vacancies for surplus employees.

\* **Freeze Hiring and Promotions.** This can reduce personnel costs. Agencies can limit hiring more easily than promotions. A "1 for 2" or similar limit on replacement hiring is often more effective than a total freeze. Promotion freezes are more difficult to administer. When effecting freezes, you should consider:

- Will you freeze all promotions, only promotions for certain positions, or only promotions at certain grade levels?
- Will you allow career ladder promotions or promotions based on accretion of duties?
- How will freezing promotions affect morale?
- Will you have a "safety valve" policy permitting exceptions to the freeze?

\* **Voluntary Reduction of Hours.** Employees may be willing to reduce their hours or convert to a part-time work schedule to avoid more drastic cost-cutting measures. Employees may view such a reduction as an opportunity to meet family or educational needs. You can survey employees to determine the interest level and project cost savings, e.g., What grade levels? How many hours?

\* **Voluntary Leave Without Pay.** Employees may be willing to take one day of leave without pay in each pay period, for example, to reduce personnel costs. You can survey employees to determine the interest level and project cost savings.

**NOTE:** If you consider either of these two options, every effort must be made to avoid the appearance of coercion. These are voluntary actions your employees can take to help the agency lessen the impact of a budget reduction. Agencies must use adverse action procedures to effect either of these two options on an involuntary basis.

\* **Voluntary Change to Lower Grade.** You can offer an employee a voluntary change to lower grade without using reduction in force procedures. However, employees have the right to reduction in force competition and protections before they are involuntarily downgraded due to reorganization, lack of work, shortage of funds, or insufficient personnel ceiling. You may offer saved grade and pay to employees accepting a voluntary change to lower grade under certain conditions. (5 CFR part 536)

\* **Separate Temporary Employees and Reemployed Annuitants.** Releasing re-employed annuitants can save payroll dollars and free up continuing positions for surplus permanent employees.

\* **Short Furloughs.** You can reduce personnel costs by furloughing employees for short periods. Furloughs of 30 continuous (or 22 discontinuous) days or less are effected through adverse action procedures. This means you must notify employee's 30 days in advance and employees can appeal an improper furlough action to the Merit

Systems Protection Board. Furloughs can be continuous or discontinuous (for example, one day each week or pay period). Furloughs of more than 30 continuous or 22 discontinuous days require reduction in force procedures. (5 CFR 752)

NOTE: If you consider furlough, plan carefully, and discuss with your employees, managers, supervisors, and union officials. Any furlough should be equitably applied and consider the financial impact on employees.

- \* Details. You can detail employees in 120-day increments to other positions within the agency. This provides additional work experience and exposure for the employee.

You can also detail employees to other organizations in the same or a different agency on a reimbursable basis. This works well when your agency needs funds and other agencies need the specific skills your employees have. This may not be a viable option if you are downsizing or restructuring.

NOTE: Competitive procedures are required to detail an employee to a higher-graded position for more than 120 days.

- \* Reassign Employees. You can reassign an employee to another position at the same grade, either within or to another local commuting area. You must have a legitimate management need for the reassignment and the employee must qualify. You could reassign employees in surplus positions into vacant continuing positions in unaffected organizations. Unless the agency has a policy or collective bargaining agreement-limiting management's right to reassign, you can reassign an employee without regard to their relative reduction in force retention standing. In other words, you need not consider veterans' preference, length of service, or performance ratings in reassigning employees. OPM's reduction in force regulations must be followed only if you do not reassign the employee to another position at the same grade. You must follow reduction in force procedures if you involuntarily separate or downgrade the employee as part of reorganization.
- \* Voluntary Relocation. Employees may be willing to voluntarily relocate outside the local commuting area. You should consider cost of travel and relocation expenses, cost of living expenses, and grade level differences between offices, and any necessary orientation or retraining costs required.
- \* Modify or Waive Qualification Requirements. You can waive minimum qualification (but not education) requirements if the employee has the capacity, adaptability, and special skills needed to perform the duties of the position. (Qualification Standards for General Schedule Positions)
- \* Train Employees for Other Positions. Train employees for reassignment to shortage positions.

\* Train Employees for Positions in Other Agencies. Section 5 U.S.C. 4103(b) allows you to train surplus employees to help place them in other agencies. The statute requires the agency head to determine that the training is in the Government's interest. (Until 1994, the employee had to be eligible for severance pay to qualify for this training; Public Law 103-226 removed that requirement.) The agency head must consider several factors in selecting an employee for training, including use of the employee's current skills, knowledge and abilities in the new position; the employee's capability to learn skills and acquire knowledge and abilities needed; and potential benefits to the Government resulting from training.

\* Outplacement Programs. Such programs can include:

- Career counseling;
- Application referrals;
- Job search counseling;
- Granting administrative leave for job searches;
- Issuing a Certificate of Expected Separation when possible to allow early registration in Federal placement programs. (5 CFR 351.807)

OPM requires agencies to make positive placement efforts to place employees through the "CAREER TRANSITION ASSISTANCE PLAN," described in 5 CFR 330, Subpart F of OPM's regulations.

\* Organizational Flattening. This option restructures the way work is done by reassigning employees from supervisory to non-supervisory positions at the same grade. This can effectively reduce layers of supervision, flattening the organization. Using more team leaders and fewer first-level supervisors can also flatten the organization.

\* Discontinued Service Retirement. Employees can qualify for an immediate annuity if they meet early retirement eligibility (25 years of creditable service at any age or 20 years of service and at least age 50), their jobs are abolished, and they face involuntary separation. Under certain circumstances, discontinued service retirement can be offered to employees occupying the same or identical position descriptions. (CSRS and FERS Handbook for Personnel and Payroll Offices)

\* Voluntary Early Retirement Authority. Voluntary Early Retirement Authority helps agencies complete major downsizing with minimal workforce disruption. Senior employees retiring under a VERA create vacancies for those who might otherwise be involuntarily separated. OPM offers, and must approve, voluntary early retirement authority to agencies faced with severe downsizing or major restructuring. Your headquarters can request voluntary early retirement authority for an entire fiscal year (ending September 30). Voluntary early retirement can be offered to employees as broadly or narrowly as an agency chooses. To be eligible, an employee must be age 50 with 20 years of creditable service, or have 25 years of creditable service at any age. (5 CFR 831.114 and 5 CFR 842.213)

\* Voluntary Separation Incentive Payments (Buyouts). Buyouts began under Public Law 102-484 (the National Defense Authorization Act of 1993), which gave the Department of Defense authority to offer employees Voluntary Separation Incentive Payments (i.e., "Buyouts") of up to \$25,000. Defense employees who resigned or retired under voluntary early or optional retirement could receive the payment. This option is presently available to Defense through September 30, 2003.

Other agencies have received specific legislative authority to offer buyouts to employees willing to retire or resign. These voluntary separations significantly aid the agency's downsizing effort while minimizing involuntary separations and downgrades.

\* State Employment Service Activities. Most states offer excellent services to employees facing job loss. Such services include various types of training, counseling, skill assessments, job search assistance, and occupational skills retraining. The individual state decides which services to offer and the programs are administered by their local substate grantees. Agencies that may be separating employees are encouraged to contact their state employment office early in the downsizing process.

## **E. AGENCY-BASED COMPENSATION AUTHORITIES**

Contact: Office of Compensation Administration at 202-606-2858 or [payleave@opm.gov](mailto:payleave@opm.gov) (except as otherwise noted)

Agencies have considerable discretionary authority to provide additional direct compensation in certain circumstances to support their recruitment, relocation, and retention efforts. The following summarizes some of these compensation flexibilities. Authorities that only apply to the Federal Wage System are grouped together.

### **1. Recruitment Bonuses**

Agencies may pay a recruitment bonus of up to 25 percent of basic pay to a newly appointed employee to fill a position that would otherwise be difficult to fill. In return, the employee must sign a service agreement of at least 6 months with the agency. A recruitment bonus may be used in combination with superior qualifications appointments and may be paid to employees covered by a special rate. Recruitment bonuses must be paid in accordance with the agency's recruitment bonus plan. Recruitment bonuses are subject to the limit on aggregate compensation established by 5 U.S.C. 5307 and 5 CFR part 530, subpart B. Additional information on recruitment bonuses may be found at <http://www.opm.gov/oca/pay/HTML/RECBONFS.HTM>. (5 U.S.C. 5753; 5 CFR part 575, subpart A)

### **2. Relocation Bonuses**

Agencies may pay a relocation bonus of up to 25 percent of basic pay to an existing employee who must relocate to fill a position that would otherwise be difficult to fill. In return, the employee must sign a service agreement (of any length) with the agency. A relocation bonus may be paid to employees receiving a special rate. Relocation

Bonuses must be paid in accordance with the agency's relocation bonus plan. Relocation bonuses are subject to the limit on aggregate compensation established by 5 U.S.C. 5307 and 5 CFR part 530, subpart B. Additional information on relocation bonuses may be found at <http://www.opm.gov/oca/pay/HTML/RELBONFS.HTM>. (5 U.S.C. 5753; 5 CFR part 575, subpart B)

### 3. Retention Allowances

Agencies may make continuing (i.e., biweekly) payments of up to 25 percent of basic pay to individual employees and up to 10 percent of basic pay to a group or category of employees. Agencies must determine that the unusually high or unique qualifications of the employees or a special need of the agency for the employees' services makes it essential to retain the employee. The agency must also determine that the employee or a significant number of employees in the targeted category would be likely to leave the Federal Government (for any reason, including retirement) in the absence of a retention allowance. Retention allowances must be paid in accordance with the agency's retention allowance plan and must be reviewed and certified annually. Retention allowances are subject to the limit on aggregate compensation established by 5 U.S.C. 5307 and 5 CFR part 530, Subpart B. Additional information on retention allowances may be found at <http://www.opm.gov/oca/pay/HTML/RETALLFS.HTM>. Additional information on retention allowances for groups of employees may be found at <http://www.opm.gov/oca/pay/HTML/GRPALLFS.HTM>. (5 U.S.C. 5754; 5 CFR part 575 subpart C)

### 4. Superior Qualifications and Special Qualifications Appointments

Contact: Employment Service at 202-606-0800

Federal agencies have the authority to set pay for new appointments or reappointments of individuals to General Schedule positions above step 1 of the grade based on superior qualifications of the candidate or a special need of the agency. Under the Federal Wage System, special qualification appointments allow an employing agency to set pay at a rate above step 1 of the appropriate grade level for candidates with highly specialized skills in an occupation. Agencies must have documentation and recordkeeping procedures on making superior qualifications or special qualifications appointments in place in order to make such appointments. (5 U.S.C. 5333; 5 CFR 531.203(b) for General Schedule employees. See 5 U.S.C. 5341 and 5 CFR 532.403 for the Federal Wage System)

### 5. Highest Previous Rate

Upon reemployment, transfer, reassignment, promotion, demotion, or change in type of appointment, agencies may set the rate of basic pay of an employee by taking into account a rate of basic pay previously received by the individual while employed in another civilian Federal position (with certain exceptions). This rate may not exceed the maximum rate of the employee's grade. (5 U.S.C. 5334(a); 5 CFR 531.202 (definition of "highest previous rate") and 531.203(c) & (d) for General Schedule employees. See 5 U.S.C. 5343 and 5 CFR 532.405 for the Federal Wage System.)

## 6. Waiver of Dual Pay Limitation

Contact: Employment Service at 202-606-0800

Agencies have authority to waive the limitation (40 hours per week) on aggregate basic pay, when "required services cannot be readily obtained otherwise" and "under emergency conditions relating to health, safety, protection of life or property, or national emergency." This authority enables an agency to employ a full-time Federal employee in a second job or to schedule a part-time agency employee with multiple part-time appointments to work more than an aggregate of 40 hours during a week. The agency pays overtime ONLY when an individual works more than 8 hours per day or 40 hours per week for the SAME agency. (5 U.S.C. 5533; 5 CFR part 550, subpart E)

## 7. Travel and Transportation Expenses for Interviews and/or New Appointments

Contact: Employment Service at 202-606-0800

An agency, at its discretion, may pay the travel or transportation expenses of any individual candidate for a pre-employment interview or pay travel and transportation expenses for a new appointee to the first post of duty. For either payment, a decision made for one vacancy does not require a like decision for any similar future vacancies. Before authorizing any payments, the agency must consider factors such as availability of funds, desirability of conducting interviews, and feasibility of offering a recruiting incentive. (5 U.S.C. 5706b; 5 CFR part 572)

## 8. Advanced Payments for New Appointees

Agencies may advance a new hire up to two paychecks so that a new employee can meet living and other expenses. (5 U.S.C. 5524a; 5 CFR part 550, subpart B)

## 9. Premium Pay, Exceptions to the Biweekly Limitation

The head of an agency (or designee) may make an exception to the GS-15, step 10, biweekly limitation on premium pay during emergencies involving a direct threat to life or property. If the head of an agency determines that such an emergency exists, the premium pay paid to an employee performing work in connection with that emergency, when added to the employee's rate of basic pay (including any locality payment or special salary rate), must not cause his or her total pay to exceed the rate for GS-15, step 10 (including any locality payment or special salary rate), on an annual basis. (Note: A different limitation applies to law enforcement officers. This limitation does not apply to overtime pay earned under the Fair Labor Standards Act. This limitation does not apply to the Federal Wage System.) (5 U.S.C. 5547(b); 5 CFR 550.106)

## **F. COMPENSATION AUTHORITIES AVAILABLE WITH OPM AND/OR OMB APPROVAL**

Contact: Office of Compensation Administration at 202-606-2858 or [payleave@opm.gov](mailto:payleave@opm.gov) (except as otherwise noted)

### **1. Special Rates**

OPM may establish higher rates of basic pay for an occupation or group of occupations nationwide or in a local area based on a finding that the Government's recruitment or retention efforts are, or would likely become, significantly handicapped without those higher rates. The minimum rate of a special rate range may exceed the maximum rate of the corresponding grade by as much as 30 percent. However, no special rate may exceed the rate for Executive Level V. A special rate request must be submitted to OPM by department headquarters and must be coordinated with other Federal agencies with employees in the same occupational group and geographic area. Additional information on how to request a special rate may be found at <http://www.opm.gov/oca/COMPMEMO/2000/ssrpage.htm>. (5 U.S.C. 5305; 5 CFR part 530, subpart C)

### **2. Group Retention Allowances in Excess of 10 Percent**

Upon the request of the head of an agency, OPM may approve a retention allowance in excess of 10 percent (but not to exceed 25 percent) of an employee's rate of basic pay for a group or category of employees. The agency must determine that the unusually high or unique qualifications of the employees or a special need of the agency for the employees' services makes it essential to retain the employees. The agency must also determine that a significant number of employees in the targeted category would be likely to leave the Federal Government (for any reason, including retirement) in the absence of a retention allowance. Retention allowances must be paid in accordance with the agency's previously established retention allowance plan and must be reviewed and certified annually. Retention allowances are subject to the limit on aggregate compensation established by 5 U.S.C. 5307 and 5 CFR part 530, subpart B. Additional information on retention allowances for groups of employees may be found at <http://www.opm.gov/oca/pay/HTML/GRPALLFS.HTM>. (5 U.S.C. 5754; 5 CFR part 575, subpart C)

### **3. Critical Position Pay Authority**

Contact: Office of Executive Resources Management at 202-606-1610

Based on a recommendation from OPM, the Office of Management and Budget (OMB) is authorized to increase the rate of basic pay for a position subject to the limit on aggregate compensation established by 5 U.S.C. 5307 and 5 CFR part 530, Subpart B. Critical pay may be authorized for a position that requires expertise of an extremely high level in a scientific, technical, professional, or administrative field or one that is critical to the agency's successful accomplishment of an important mission. Critical pay may

be granted only to the extent necessary to recruit or retain an individual exceptionally well qualified for the position. (This authority does not apply to Federal Wage System employees.) (5 U.S.C. 5377; OMB Bul. No. 91-09)

#### 4. Physicians Comparability Allowance

Agencies may pay physicians comparability allowances (PCA) to recruit and retain highly qualified Government physicians. In return, the physician must sign a service agreement with the agency. The head of an agency determines the size of the PCA, which may not exceed \$14,000 per annum for a physician who has served as a Government physician for 24 months or less or \$30,000 per annum for a physician who has served as a Government physician for more than 24 months. An agency plan for implementing the PCA program must be approved by the Office of Management and Budget before an agency may pay a PCA to a physician. Public Law 106-571, December 28, 2000, permanently extended the authority to pay physicians' comparability allowances. The act also makes physicians' comparability allowances basic pay for retirement purposes if certain criteria are met. (This allowance does not apply to Federal Wage System employees.) (5 U.S.C. 5948; 5 CFR part 595)

#### 5. Title 38 Flexibilities for Health Care Employees

Upon the request of the head of an agency, OPM may delegate the discretionary use of certain Department of Veterans Affairs' personnel authorities under chapter 74 of title 38, United States Code, to help recruit and retain employees in health care occupations. We have entered into title 38 delegation agreements with the Departments of Defense, Health and Human Services, Justice, and Veterans Affairs for employees covered under chapter 51 of title 5, United States Code, (excluding members of the Senior Executive Service) performing direct patient-care services or services incident to direct patient care. Under these delegation agreements, agencies may establish and use certain title 38 authorities such as the special salary rate, premium pay, qualifications-based grading system, and physician and dentist special pay authorities. (5 U.S.C. 5371)

#### 6. Federal Wage System Authorities

\* **Special Rates.** The special rate authority allows a lead agency, with the approval of OPM, to establish rates above the regular Federal Wage System wage schedule rates for an occupation or group of occupations experiencing or potentially experiencing recruitment or retention difficulties. Special rates are established by occupation, grade, agency, and/or geographic location. These rates will be paid by all agencies having positions for which the rates are authorized. The special rate payable may not, at any time, be less than the unrestricted rate otherwise payable for such positions under the applicable regular wage schedule. (5 U.S.C. 5341; 5 CFR 532.251)

\* **Increased Minimum Hiring Rate.** The increased minimum hiring rate authority allows a lead agency to establish any Federal Wage System scheduled rate above step 1 as the minimum rate at which a new employee can be hired. When there is an increased minimum rate authorization for an occupation and grade at a particular location, all appointments must be made at the authorized increased minimum rate. (5 U.S.C. 5341; 5 CFR 532.249)

- \* **Special Schedules.** The special schedule authority allows a lead agency, with the approval of OPM, to establish a Federal Wage System schedule of rates that are broader in scope than would normally be authorized under the special rates program. Special schedules are established for specific occupations within a geographic area. (5 U.S.C. 5341; 5 CFR 532.254)
- \* **Unrestricted Rate Authority.** Upon the request of an agency, OPM may approve exceptions to a statutory limitation on Federal Wage System pay adjustments for an occupation or group of occupations in a wage area or part of a wage area. The lead agency for the wage area must coordinate an employing agency's request for this exception with other agencies, as necessary, and submit a consolidated request to OPM. The consolidated request must include any available supporting wage survey data and a formal recommendation by the lead agency to approve or disapprove the request. (Requires specific authority in the pay limitation legislation; (5 CFR 532.801)

## **H. PERFORMANCE MANAGEMENT**

Contact: Performance Management and Incentive Awards Division at 202-606-2720 or email [perform-mgmt@opm.gov](mailto:perform-mgmt@opm.gov)

OPM performance management regulations establish a broad framework for designing performance appraisal and awards programs. This broad framework allows agencies to develop performance management programs that help them achieve their goals, improve organizational performance, and create a high-performance climate that attracts and retains top performers. A number of agencies have developed successful performance management programs. OPM describes many of those programs in its Performance Management Clearinghouse, an online database that includes descriptions of effective Federal performance management programs, processes, and practices.

"Performance management" in the context of human resources authorities relates to the management of employee performance (i.e., planning, monitoring, developing, rating, and rewarding employee contributions), rather than performance-oriented approaches to managing, measuring, and accounting for agency program performance. Organizational performance management should link to employee performance management. For example, agencies should ensure that they align employee performance with their strategic and annual performance plans required by the Government Performance and Results Act of 1993. Although agencies should link and integrate organizational and employee performance management, the two remain distinct in some respects, particularly regarding establishing individual accountability and dealing with poor performers.

For general questions, visit OPM's Performance Management Technical Assistance Center at <http://www.opm.gov/perform>.

## 1. Performance Planning and Appraisal

Within a broad framework, the performance management regulations give agencies the freedom to choose the design of their appraisal systems and programs. Design issues include the following:

- \* An agency can establish an overarching performance appraisal system that allows its components to design a variety of appraisal programs, or requires one program for all its employees, or is some variation of these options.
- \* Appraisal programs can use as few as two and as many as five summary rating levels in official ratings of record.
- \* OPM's regulations require that each employee's performance plan include at least one critical element, which, by definition, measures individual performance and establishes individual accountability. However, appraisal programs can also include non-critical and additional performance elements, which can measure individual, group, or organizational performance.
- \* Agencies can take group and organizational performance into account when assigning ratings of record above Unacceptable. (5 CFR part 430, subpart B)

## 2. Incentive Awards and Recognition

Agencies have authority to design extensive awards programs that include cash awards, honorary awards, informal recognition awards, and time-off awards. Agencies can give these awards to Federal employees to recognize employee and group performance, and can design incentive programs with awards granted because an individual or a group achieved pre-established goals. OPM award regulations allow the following:

- \* **Rating-Based Cash Awards.** Agencies have discretionary authority to grant an employee a lump-sum cash award based on a "Fully Successful" or better rating of record. Cash awards do not increase an employee's basic pay. Awards based on the rating of record can be up to 10 percent of salary, or up to 20 percent for exceptional performance. (5 U.S.C. 4302, 4503, 4505a; 5 CFR 451.104)
- \* **Other Cash Awards.** Agencies may grant a cash award to an employee, individually or as a member of a group, in recognition of accomplishments that contribute to the efficiency, economy, or other improvement of Government operations. Agencies may grant up to \$10,000 without external approval, up to \$25,000 with OPM approval, and in excess of \$25,000 with Presidential approval. (DOD does not require OPM approval for awards up to \$25,000, but awards over \$25,000 must be approved by the President.) Award payments are subject to the aggregate limitation on total pay equal to the rate of pay for Executive Level I. (5 U.S.C. 45; 5 CFR part 451)

- \* Referral Bonuses in Government. Federal agencies can use the incentive awards authority under chapter 451, title 5, U.S.C. to provide incentives or recognition to employees who bring new talent into the agency, usually by establishing a specific award such as a referral bonus. Each agency must determine whether the use of referral bonuses is appropriate and establish criteria for giving them to employees.
- \* Quality Step Increases. Agencies have discretionary authority to accelerate an employee's pay by granting a quality step increase. A quality step increase is an additional step increase that agencies may grant to an employee who has received the highest rating of record available under the applicable performance appraisal program, which would be "Outstanding" or Level 5 if such a level is available, and has met the agency-developed additional criteria required for programs that don't use a Level 5 summary. Quality step increases are basic pay increases for all purposes. Agencies can grant no more than one quality step increase to an employee within a 52-week period, and such an increase may not cause the employee's pay to exceed the maximum rate of the grade. There is no authority to grant quality step increases to Federal Wage System employees. (5 U.S.C. 5336; 5 CFR part 531, subpart E)
- \* Honorary and Informal Recognition Awards. Agencies can develop honorary and informal recognition programs that use recognition items as awards to recognize individual and group performance. Recognition items must meet certain criteria. For honorary awards: a) items must be something that the recipient could reasonably be expected to value, but not something that conveys a sense of monetary value; b) the item must have a lasting trophy value; c) the item must clearly symbolize the employer-employee relationship in some fashion; and d) the item must take an appropriate form to be used in the public sector and to be purchased with public funds. For informal recognition awards: a) the item must be of nominal value; and b) the item must take an appropriate form to be used in the public sector and to be purchased with public funds. (5 U.S.C. 4503; 5 CFR 451.104(a))
- \* Time-Off Awards. Agencies may grant time off from duty without charge to leave or loss of pay as an award to individuals or groups of employees. (5 U.S.C. 4502; 5 CFR part 451)

# DEPARTMENT OF NAVY

## Quick Reference Guide for Hiring Civilian Employees

*How do I ... ? and what is... ?*

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## **What is this booklet?**

This Quick Reference Guide for Hiring Civilian Employees is an easy-to-use summary of various options and steps for Managers to consider when filling jobs. It is not intended as a substitute for statutory, regulatory, or any local requirement or agreement, but simply a helpful tool to be used in meeting your staffing needs.

Success in the hiring process is a product of a cooperative exchange of information among three key players:

You - the Manager  
Your Human Resources Office (HRO) Advisor  
Your Human Resources Service Center (HRSC) Support Team

This guide is a product of the Office of the Deputy Assistant Secretary of the Navy for Civilian Personnel and Equal Employment Opportunity (DASN(CP/EEO)).

How to use this Guide:

This guide is organized by clustering topics into tabs for quick reference. Each topic contains information, as well as references if you wish to learn more. We encourage you to use this guide as a starting point for consulting with your HRO advisor who will provide additional support and coordination with the HRSC for filling your vacancies.

You can use Tab 16 to record the name, phone number and email of your HRO advisor and other helpful contacts.

## **Who does what now that HR regionalized?**

### **Manager**

- Effectively manages human resources (HR) in the area of responsibility.
- Anticipates hiring needs.
- Communicates to HRO advisor current and future job and staffing requirements.
- Identifies skills needs.
- Provides information to the HRSC support team as necessary.
- Interviews candidates and makes selections.

### **Human Resource Office (HRO)**

- The manager's primary link with the HR system.
- Provides advice and guidance to managers and employees on personnel issues.
- Works with the Human Resources Service Center (HRSC) to ensure that actions are processed efficiently and properly.
- The primary areas of responsibility for the HRO include:
  - Indoctrinating new employees.
  - Determining downsizing strategies.
  - Managing activity specific training.
  - Conducting labor bargaining.
  - Managing leave programs.
  - Advising on manage to payroll delegated classification authority.
  - Providing EEO advice for selection processing.

### **Human Resources Service Center (HRSC)**

- Provides support to managers and HRO advisors.
- Performs centralized functions such as
  - Recruitment.
  - Classification.
  - Benefits counseling.
  - Processing personnel actions.
  - Maintaining Official Personnel Folders (OPFs).
  - Employee development.

### **Director of Civilian Personnel Programs (DCPP)**

- Serves as the principal advisor and manager for HR programs for the:
  - Assistant for Administration, Office of the Under Secretary of the Navy.
  - Commandant of the Marine Corps.
  - Chief of Naval Research.
  - Commanders of Echelon 2 commands.

**Office of the Deputy Assistant Secretary of the Navy for Civilian Personnel and Equal Employment Opportunity (DASN(CP/EEO))**

- Develops Navy civilian personnel policy and provides overall HR program management.

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**What happens when I need to fill a vacancy?**

**Vacancy Planning**

Vacancy planning is anticipating and using all available flexibilities and strategies to maintain your workforce. The HRO advisor can help you through this process by further explaining strategies and helping to find easier ways to accomplish them. The HRSC will work with you and the HRO to fill your vacancies.

*Some of your vacancy planning responsibilities are:*

- Determining a vacancy exists.
- Initiating the fill action.
- Defining and capturing the need.
  - Understanding the job, its functions, duties, responsibilities, and skill requirements.
- Ensuring there is an adequate Position Description.
- Considering issues that may impact hiring, such as:
  - Activity requirements.
  - Bargaining unit agreements.
  - Funding.
  - Hiring considerations.
    - Internal or external selection.
    - Developmental or journey level.
    - Duration of work (temporary or permanent). Affirmative action goals.
    - Work schedule (full-time, part-time, seasonal, intermittent).
- Mandatory placement programs (PPP, RPL, ICTAP) (see Tab 6).
- Area of consideration for advertising (Availability of applicants.)

## **Making the Selection**

When selecting someone for a vacancy, the manager's task is to select the best individual for the job from among eligible candidates.

*Remember to:*

- Compare all candidates on the same criteria.
- Consider awards, training, and education.
- Make your decision based upon job requirements.
- When available, use information such as:
  - The candidate's application.
  - Previous supervisor's recommendations.
  - Performance Evaluations.
  - Candidate interviews (optional).

## **The Post-Selection Process**

After a selection is made by the manager, HRSC will coordinate the in-processing actions with the HRO.

*The pre-employment actions necessary to bring the new employee on-board may include:*

- Making an official job offer.
- Providing the selectee with appropriate pre-processing forms.
- Scheduling pre-employment physical exams.
- Providing security offices with pre-employment security documents.
- Contacting Personal Reliability Program and Drug Program coordinators, if applicable.
- Arranging for entry onto the various facilities.
- Pre-employment processing.

As a manager, it's up to you to plan enough lead-time to allow all phases of the process to occur before the vacancy adversely impacts your operations.

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## **What are my hiring options?**

The following list provides a brief description of internal and external hiring options. Contact your HRO advisor for more information on these options.

**Internal Candidates** (current federal employees):

- Detail: Temporary assignment to a position, at the same, lower, or higher grade. No change in pay.
- Reassignment: Temporary or permanent. An assignment to a position at the same grade.
- Change to Lower Grade: An assignment to a position at a lower grade.
- Transfer: Movement from one agency to another. May or may not involve a grade change.
- Promotion: Temporary, term, or permanent. Some temporary promotions may be made without competition among applicants.
- Career Ladder: Restructured positions that are filled in a manner to allow an employee to develop, through training, into the journey level.
- Management Identification of Candidates: Some positions may be filled competitively without formal vacancy announcements. Management officials may select a candidate for promotion without formal competition when the area of consideration is small enough that all potential applicants are known to the selecting official. If this method used, the selecting official must evaluate each candidate equitably. Officials should identify on the Request for Personnel Action (or PPI) that this option was used and provide a copy of the evaluation documents. Documentation must include a list of all qualified candidates considered, the evaluation criteria upon which the candidates were evaluated and a brief justification of why the candidate was best qualified.

**External Candidates** (the general public or a former federal employee):

- Reinstatement eligibles: Former federal employees who may be hired based on a previous permanent appointment.
- Delegated Examining Authority: Authority delegated to the HRSC to issue an announcement open to the general public.
- OPM Registers: Vacancy announcements issued by OPM that are open to the general public (OPM charges a fee for this service and the hiring activity provides the funding).
- Temporary Appointment Authority: Appointments made to fill short term position not expected to last more than one year. The appointment may be extended for a second year.
- Term Appointment: An appointment for up to four years.
- Former Overseas Employees: Appointments that can be made to eligible employees returning to CONUS.

- Veteran's Readjustment Appointment (VRA): An authority to hire Vietnam era and certain post-Vietnam era veterans.
- Veteran's Employment Opportunity Act (VEOA): An authority to appoint an eligible veteran who may not otherwise be eligible for other appointments.
- Disabled Veterans: Veterans who have a current notice of a service connected compensable disability of 30% or more from the VA.
- Severely Physically Handicapped and Mentally Retarded: Facilitates the hiring of individuals who are severely physically handicapped or mentally retarded.
- Student Educational Employment Program: Student program where the student attends school and works when not in school. May be temporary (STEP) or permanent (SCEP).
- Interchange Agreements: Allows certain employees of one system to move to another (e.g., DOD Non-appropriated Fund to Appropriated Fund).
- Worker Trainee Program: Allows individuals (GS-1, WG-1 or 2) an opportunity to learn skills and good work habits. Initially temporary but may be made permanent after 3 years.

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## **I know what I want to do and I have approval, but now I've been told the stopper is blocked.**

### **What is the Stopper List, PPP, RPL, ICTAP?**

These programs minimize the adverse effects on employees, who, through no fault of their own, are affected by management initiated actions. Mandatory placement program requirements must be followed when the vacancy to be filled is subject to them. HRO can provide more information, advice, and guidance regarding these programs.

- Priority Placement Program (Stopper List or PPP): This is a Department of Defense placement program for employees adversely impacted by actions such as RIF, base closures, contracting out, and transfer of function. When a vacancy occurs, well-qualified personnel, who have pre-registered in the program, may be referred to fill the vacancy. PPP registrants must be considered before certain outside job applicants.
- The PPP is also used to place overseas returnees, employees on retained grade, and spouses of active duty military members.
- Reemployment Priority List (RPL): This is a statutory program that requires agencies to give reemployment consideration to former competitive service employees of the agency separated by RIF or who have fully recovered

from a compensable injury after more than 1 year. RPL registrants must be considered before certain outside job applicants.

- Interagency Career Transition Assistance Plan (ICTAP): This is a government-wide placement program requiring activities to give placement consideration to well-qualified displaced employees (e.g., impacted by RIF) from other Federal agencies who apply for vacancies the agency is filling from outside its current workforce.

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## **Term & Temp – What’s the difference?**

**Term Employment.** An individual may be hired to perform work that is expected to last for more than one year, but no longer than 4 years.

- Usually for work of a project nature.
- Release of an employee before the term appointment ends requires a RIF action.

**Temporary Actions.** May be used to hire individuals (temporary appointment) or to temporarily place current permanent federal employees into a different position.

- Temporary appointments (hires) - Limited to 2 years. The initial appointment must be no longer than 1 year, but it may be extended to 2 years.
- Other types of temporary actions involve current permanent federal employees and can be used to quickly fill a vacancy while awaiting a permanent action. Common actions include:
  - Temporary Promotion (to a higher grade)
    - Limited to 5 years.
    - May not require competition among applicants if less than 120 days.
    - May be an exception to PPP.
  - Temporary Reassignment (to the same grade)
    - Does not require competition among applicants.
  - Detail (to the same, lower, or higher grade)
    - Does not require competition among applicants.

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## **Do I have any options in pay grades/steps?**

The following options may be appropriate depending upon the specific situation:

- Placement at step one of the position's grade is the most typical pay setting option.
- Highest Previous Rate: Allows the employee's pay to be set above step one because of a previous higher grade held.
- Retained Grade or Pay: Allows the employee being placed into a lower grade to retain the higher grade or pay that they previously had.
- **Note**: In some situations pay will be set based upon statutory requirements and the above options will not be available.

The HRO advisor will help you determine which option is best suited for your situation.

See Tab 9 for Pay Flexibilities.

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### **Private industry offers a "signing bonus" as a recruiting tool. What can I do?**

Pay flexibilities allow employers to add incentives to the regular pay package in certain situations where they are having trouble hiring (recruitment) or keeping qualified workers (retention). Each of these options have specific requirements and procedures that need to be followed. Your HRO advisor will help you determine which are appropriate for your situation and what the requirements are.

#### **Recruitment Flexibilities**

- Recruitment Bonus: A one-time payment to entice a candidate to accept an agency's offer of employment. This may be used for positions that are hard to fill, where the candidate is high quality and not a current Federal employee.
- Superior Qualifications Appointment: Setting a new employee's pay higher than the minimum rate because of his/her superior qualifications or because the employee meets a special need of the agency. The possibility of using a recruitment bonus must be considered before using this appointment.
- Travel and Transportation Expenses: Payment for a candidate's travel expenses to a pre-employment interview, or payment of travel and transportation expenses for a new employee's move to his/her first Federal position.
- Relocation Bonus: A one-time payment to entice a current Federal employee to accept a position in a different commuting area. This cannot be used with the Travel and Transportation Expenses mentioned above.

- Dual Compensation Waiver: Generally, a civilian retiree's retirement is reduced when he or she is rehired by the Federal Government. This pay flexibility removes this requirement and allows the rehired retiree to collect both full retirement pay and a full paycheck.
- Advance in Pay: A payment of no more than two paychecks, advanced so that a new employee can meet living and other expenses.
- Special Salary Rate: A pay rate that is set higher than the minimum for all employees in a particular occupation, grade, agency, or geographic location because of existing or likely problems in the recruitment/retention of well-qualified personnel. Special salary rates require OPM approval.

### **Retention Flexibilities**

- Retention Allowance: An ongoing payment to entice a current employee to stay in Federal employment.
- Incentive Awards: Monetary and non-monetary awards given to Federal employees, based on job performance.
- Supervisory Differential: An ongoing payment to a GS supervisor who would otherwise make less than non-GS employees he or she supervises.
- Academic Degree Training: Payment for an employee's training leading to an academic degree, in order to keep or place an employee in an occupation for which qualified workers are in short supply.

**Please see:** [www.opm.gov/oca/index.htm](http://www.opm.gov/oca/index.htm) for more info.

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## **What is Delegated Examining (DE)?**

If you are interested hiring off-the-street, then Delegated Examining (DE) is an option. This hiring authority allows you to fill vacancies where the source of applicants are non-federal or not appointable under any other method. General guidelines are:

- Area of consideration may not be restricted - open to "any U.S. citizen".
- Current permanent employees and others with "status" who apply are rated and considered the same as any other U.S. citizen.
- An announcement is required for DE positions.
- Must be advertised, at a minimum, through OPM's USAJOBS website.

- The minimum public notice period can be 5 or 10 business days. For announcements instructing that applications must be postmarked by the closing date, the minimum open period is five business days. For announcements instructing that applications must be received by the closing date, the minimum open period is ten business days. Let us know what else we can provide.
- Mandatory Placement Programs always apply since selection will be from any U.S. citizen.
- Veteran's preference applies. Veterans eligible for preference have 5 or 10 points added to their eligible rating. Disabled (10 point) veterans who qualify automatically go to the top of the certificate for most jobs regardless of their score.
- Selection must be made from among the top 3 eligibles on the certificate. Veterans cannot be passed over to select equal or lower rated non-veterans.

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### **What automated tools are available?**

Navy, like many other federal agencies, continues to improve efficiency by automating processes. Here are three of the latest tools being implemented in the HR community.

#### Creating an Electronic SF-52 (PPI/Modern):

The Personnel Process Improvement (PPI) suite features an electronic SF 52 which enables managers to electronically request personnel actions and transmit the information to the HRO.

The PPIs were developed as an interim information technology support system for DOD HRM. The PPIs will be replaced by more powerful and flexible database driven software applications, referred to collectively within the DOD HRM community as "the modern system." The modern system is intended to provide processing, reporting, and information access capabilities for managers and HRM staffs that are more flexible than the PPIs. The modern system will replace both the PPIs and the Defense Civilian Personnel Data System (DCPDS), with action processing, reporting, and management information functions that are consistent across all DOD Components.

#### Electronic Resume Reader (STAIRS/Resumix):

DOD's Standard Automated Inventory and Referral System (STAIRS) is an automated system that uses a patented computer programming system to read resumes and extract applicant skills. DON is implementing this process worldwide. Applicants simply prepare a resume which can be used to apply for one or many vacancies. The HRSC uses the automated process as a tool in the evaluation, rating, and referral of candidates for consideration. You should consult with your servicing HRO for more information.

#### Automated Position Descriptions (COREDOC):

COREDOC is an easy to use automated personnel tool that allows managers or personnelists to produce a single (core) document consisting of a position description (PD) with a classification evaluation; performance plan; and the knowledges, skills and abilities (KSAs) for recruitment and merit promotion. You may use COREDOC to produce an official position description which then can be classified by the appropriate authority.

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### **How do I promote into a vacancy?**

There are several options for promoting an employee. Promotions may be temporary, term, or permanent. Some options require competition among other individuals and some options do not.

#### Promotions that may not require competition include:

- Promotions that result from new classification standards or correction of a classification error.
- Promotions because of additional duties and responsibilities. This type of promotion requires a classification action first and must meet all of the following:
  - The major duties of the employee's old position are absorbed in the new position and the old position is cancelled.
  - The new position has no known promotion potential.
  - The additional duties do not adversely affect another incumbered position.
  - The individual promoted meets all legal and regulatory requirements for promotion (e.g., has the specialized experience required and meets time-in-grade).

- Promotions from developmental grades through journey level when the individual competed for an assignment intended to be developmental in nature (e.g., career ladder promotions, GS-5 to GS-7 to GS-9 to the full performance level).
- Temporary promotions to a higher grade, or to a position with more promotion potential for 120 days or less (see Tab 7).
- Placement into any position where the grade or promotion potential is no higher than that the employee has previously held permanently.

There are other types of promotions that may not require competition. However, if the action you want to take is not included in the above list, chances are that it will require competition among applicants. You should consult with your HRO advisor regarding any specific situations.

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### **What are the Merit System principles?**

- Recruit qualified individuals from appropriate sources representing all segments of society; select and advance individuals solely on the basis of relative ability, knowledge and skills, after fair and open competition, that assures equal opportunity.
- Treat all employees and applicants fairly and equitably, without regard to political affiliation, race, color, religion, national origin, sex, marital status, age or handicapping condition.
- Provide equal pay for work of equal value, with appropriate consideration for national and local rates; provide appropriate incentives and recognition for excellence in performance.
- Maintain high standards of integrity, conduct, and concern for the public interest.
- Use the Federal work force efficiently and effectively.
- Retain employees on the basis of the adequacy of their performance; correct inadequate performance; and separate those who cannot or will not improve their performance to meet required standards.
- Provide effective education and training to employees when it will result in better organizational and individual performance.

- Protect employees from arbitrary action, personal favoritism, or coercion for partisan political purposes; and prohibit employees from using their official authority or influence for the purpose of interfering with or affecting the result of an election or nomination for election.
- Protect employees against reprisal for the lawful disclosure of information which the employee believes evidences a violation of any law, rule, or regulation; or mismanagement, a gross waste of funds, an abuse of authority, or a substantial and specific danger to the public health and safety.

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### **What are the prohibited practices?**

There are 12 prohibited personnel practices you should be aware of. A personnel action (such as an appointment, promotion, reassignment, or suspension) may need to be involved for a prohibited personnel practice to occur. Generally stated, a federal employee authorized to take, direct others to take, recommend or approve any personnel action may not:

- Discriminate against an employee or applicant based on race, color, religion, sex, national origin, age, handicapping condition, marital status, or political affiliation.
- Solicit or consider employment recommendations based on factors other than personal knowledge or records of job-related abilities or characteristics.
- Coerce the political activity of any person.
- Deceive or willfully obstruct anyone from competing for employment.
- Influence anyone to withdraw from competition for any position so as to improve or injure the employment prospects of any other person
- Give an unauthorized preference or advantage to anyone so as to improve or injure the employment prospects of any particular employee or applicant.
- Engage in nepotism (i.e., hire, promote, or advocate the hiring or promotion of relatives).
- Engage in reprisal for whistleblowing-i.e., take, fail to take, or threaten to take or fail to take a personnel action against an employee or applicant for disclosing to the Special Counsel, or to an Inspector General or comparable agency official (or others, except when disclosure is barred by law, or by

Executive Order to avoid harm to the national defense or foreign affairs), information which the employee or applicant reasonably believes evidences a violation of any law, rule or regulation; gross mismanagement; a gross waste of funds; an abuse of authority; or a substantial and specific danger to public health or safety).

- Take, fail to take, or threaten to take or fail to take a personnel action against an employee or applicant for exercising an appeal, complaint, or grievance right; testifying for or assisting another in exercising such a right; cooperating with or disclosing information to the Special Counsel or to an Inspector General; or refusing to obey an order that would require the individual to violate a law.
- Discriminate based on personal conduct which is not adverse to the on-the-job performance of an employee, applicant, or others.
- Take or fail to take, recommend, or approve a personnel action if taking or failing to take such an action would violate a veterans' preference requirement.

Take or fail to take a personnel action, if taking or failing to take action would violate any law, rule or regulation implementing or directly concerning merit system principles at 5 U.S.C. § 2301.

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### **Is there a checklist or something to help me?**

The following checklist summarizes the information provided in this guide and is included for your reference.

- \_\_\_\_\_ Does a vacancy exist?
- \_\_\_\_\_ Is the PD accurate?
- \_\_\_\_\_ Is the need temporary or permanent?
- \_\_\_\_\_ Does it need to be a full-time position?
- \_\_\_\_\_ Are the applicant sources internal?
- \_\_\_\_\_ Do applicants exist within the organization?
- \_\_\_\_\_ Can I use Management Identification of Candidates (MIC) to meet competitive requirements?
- \_\_\_\_\_ Do I have qualified employees who can be placed into the vacancy (on a temporary or permanent basis) without competition?
- \_\_\_\_\_ Are the applicant sources external to the federal government?
- \_\_\_\_\_ Are there resources that will assist in the job search (professional/technical associations, web-sites, schools, etc.)?

- \_\_\_\_\_ Does funding exist?
- \_\_\_\_\_ Is it covered by an activity instruction?
- \_\_\_\_\_ Is it covered by a bargaining unit agreement?
- \_\_\_\_\_ Should it be filled at the journey level or could it be structured as a training opportunity?
- \_\_\_\_\_ Have Affirmative Action principles been considered?
- \_\_\_\_\_ Is it subject to a mandatory placement program?
- \_\_\_\_\_ Do I need to consider pay setting options or flexibilities?
- \_\_\_\_\_ Will interviews be a part of the selection process?
- \_\_\_\_\_ Have I initiated the request to fill the vacancy?
- \_\_\_\_\_ Has the HRSC received my request?
- \_\_\_\_\_ Have I talked to my HRO advisor about my recruitment needs?
- \_\_\_\_\_ Do my intended actions incorporate Merit Principles?
- \_\_\_\_\_ Does my intended action avoid prohibited personnel actions?

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### Who do I call for help?

**HRO Advisor:** \_\_\_\_\_  
Phone: \_\_\_\_\_  
E-mail: \_\_\_\_\_

**HRO Advisor:** \_\_\_\_\_  
Phone: \_\_\_\_\_  
E-mail: \_\_\_\_\_

**HRSC Rep:** \_\_\_\_\_  
Phone: \_\_\_\_\_  
E-mail: \_\_\_\_\_

**Union Rep:** \_\_\_\_\_  
Phone: \_\_\_\_\_  
E-mail: \_\_\_\_\_

## **AFMC (AIR FORCE) CIVILIAN EXIT SURVEY**

Your candid feedback will help us evaluate and improve our retention and personnel strategies. All individual answers are anonymous and will be consolidated into group statistics. However, to enable an accurate analysis of your input, we need to ask several demographic items.

### **Are you retirement eligible?**

Yes

No

### **Please indicate the category of your immediate supervisor:**

General Officer

Field grade officer (04-06)

Company grade officer (01-03)

Senior NCO (E7-E9)

Junior Enlisted (E6 or below)

Civilian Broad Band Lab DEMO DR (grade I-IV)

Civilian (grade SES 1-4)

Civilian GS (grade 1-15)

Civilian WS (grade 1-19)

Civilian WL (grade 1-15)

Civilian WG (grade 1-15)

Don't Know

### **During the past 12 months, about how many hours did you spend on the job during a normal week?**

Hours worked per week:

### **During the past 12 months, about how many TOTAL days have you been away from your home station due to TDY/deployment?**

Total number of days TDY in your first 120 days:

### **Is there anything that could be (could have been) done to persuade you to remain in your current job?**

### **Are you aware of retention allowances authorized for use at the organizational level?**

Yes

No

**Would a retention allowance have influenced you to remain in your current job?**

Yes, definitely

No, an allowance would not influence my decision to leave

My organization has offered an allowance but it did NOT influence me to stay

My organization has offered an allowance and increasing it would NOT influence me to stay

My organization has offered an allowance and it influenced me to stay

**What influence did your spouse have on your decision to leave your current job?**

N/A, I do not have a spouse

Encouraged me to leave

Encouraged me to stay

No influence either way

**Which best describes your plans after leaving your AFMC job?**

Work in another Federal, State, or local government agency

Work in private industry

Start/run my own business

Go to school

Stay at home and not work

**If you plan to work after you leave AFMC, do you already have a job lined up?**

N/A, I don't plan to work

Yes

No

**What is your perception regarding the availability of jobs in the private sector in your present occupational series/specialty?**

Plentiful

Available

Few

Unavailable

No private sector counterpart

Don't Know

**About how much more would you expect to earn annually in a private sector job?**

Less than my current Federal salary

Up to \$10,000 more

Up to \$20,000 more

Up to \$30,000 more

Up to \$40,000 more

Up to \$50,000 more

More than \$50,000 above my current Federal annual salary

**How do you think retirement benefits in the private sector compare with the federal civil service retirement plan that impacts you?**

Better

About the same

Worse

Don't Know

**How do you think health benefits in the private sector compare with your federal civil service benefits?**

- Better
- About the same
- Worse
- Don't Know

**About how many hours per week would you expect to work in a private-sector job?**

- More
- About the same
- Less
- Don't Know

**How often would you expect to be away from your family working in a job in the private sector?**

- More
- About the same
- Less
- Don't Know

**How do you think vacation programs in the private sector compare with federal civil service benefits, for the same number of years employed?**

- Better
- About the same
- Worse
- Don't Know

**Overall, how satisfied have you been with your experiences working for the Air Force?**

- Very satisfied
- Satisfied
- Slightly satisfied
- Neither satisfied nor dissatisfied
- Slightly dissatisfied
- Dissatisfied
- Very dissatisfied

**Overall, how satisfied have you been with your experiences working within AFMC?**

- Very satisfied
- Satisfied
- Slightly satisfied
- Neither satisfied nor dissatisfied
- Slightly dissatisfied
- Dissatisfied
- Very dissatisfied

**Overall, how satisfied have you been with your most recent job?**

- Very satisfied
- Satisfied
- Slightly satisfied
- Neither satisfied nor dissatisfied
- Slightly dissatisfied
- Dissatisfied
- Very dissatisfied

**If someone asked you about working as a civilian for the Air Force, what would you recommend?**

- I would recommend they enter Federal service with the Air Force
- I would recommend they enter Federal service, but not work for the Air Force
- I would not recommend entering Federal service

The next series of questions list various aspects of Air Force employment. Please rate how each factor influenced your career decision. If you do not consider a factor to be an influence, then mark N/A.

**Access To A Mentor/Coach**

- N/A, not considered an influence
- Very Strong Influence to Leave
- Strong Influence to Leave
- Slight Influence to Leave
- Neither an Influence to Stay nor Leave
- Slight Influence to Stay
- Strong Influence to Stay
- Very Strong Influence to Stay

**Amount of Additional Duties**

- N/A, not considered an influence
- Very Strong Influence to Leave
- Strong Influence to Leave
- Slight Influence to Leave
- Neither an Influence to Stay nor Leave
- Slight Influence to Stay
- Strong Influence to Stay
- Very Strong Influence to Stay

**Annual Leave Policy**

- N/A, not considered an influence
- Very Strong Influence to Leave
- Strong Influence to Leave
- Slight Influence to Leave
- Neither an Influence to Stay nor Leave
- Slight Influence to Stay
- Strong Influence to Stay
- Very Strong Influence to Stay

**Availability of Comparable Private Sector Jobs**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Ability To Contribute To The Unit Mission**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Availability of Jobs in Other Federal Agencies**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Availability of Training Funds**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Bonuses/Special Pay**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Civilian Appraisal System**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Compatibility With Spouse's Career/Job**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Decision-Making Opportunities**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Equal Employment Opportunities in the Air Force (Same Pay Regardless of Gender, Ethnic Origin)**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Geographic Area/Current Base to Which Assigned**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Health Insurance Coverage**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Health of Work Environment**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Home Station TEMPO (Length of Duty Day/Work Schedule)**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Implementation of Expeditionary Air Force**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Job Challenges**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Job Security**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Job Stress**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Lack of Alternative Work Schedules**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Lack of Alternative Workplaces**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Leadership at MAJCOM/HQ USAF Level**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Leadership at Wing or Equivalent Level**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Length/Conditions of Commute to Work**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Life Insurance Coverage**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Number of Moves to Other Locations**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Number of Personnel Currently Working in My Unit**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**On-Base Child Care/Youth Programs**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**On-Base Fitness/Recreation Programs**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Opportunities to Earn Monetary Awards**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Opportunity for Education**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Opportunity for Training**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Opportunities to Work Independently**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Organization's Vision**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Overall Job Satisfaction**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Pay and Allowance**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Patriotism**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Potential for Outsourcing and Privatization of Your Career Field**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Promotion Opportunity**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Readiness of Your Unit (Mission Capable Status)**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Recognition of Your Efforts**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Relationship With Co-Workers**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Relationship With Immediate Supervisor**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Relationship With Organization's Customers**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Relationship With Unit Leadership**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Retirement Program That Affects You**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Sick Leave Policy**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**TEMPO Away (Number/Duration of TDYs)**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Training/Experience of Personnel in Your Unit**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**Unit Resources (e.g., Equipment, Supplies, Parts, etc.)**

N/A, not considered an influence  
Very Strong Influence to Leave  
Strong Influence to Leave  
Slight Influence to Leave  
Neither an Influence to Stay nor Leave  
Slight Influence to Stay  
Strong Influence to Stay  
Very Strong Influence to Stay

**If Contacted, Would You Consider Working for the Air Force in the Future?**

No  
Yes, anywhere in the Air Force  
Yes, anywhere except this organization  
Yes, anywhere except AFMC

**COMMENTS:**

Please provide any comments you feel would be useful to Command leadership and management to improve AFMC's work force support, products and services.

## SAMPLE LETTER FOR EXIT SURVEY

MEMORANDUM FOR

FROM:

SUBJECT: Exit Survey

1. One of the most important challenges facing this command over the next few years will be our ability to recruit and retain high-quality employees. One of the proposed initiatives that AFMC has decided to implement is a Command-wide web-based exit survey.

Surveys can be an important tool for listening to and learning from employees about what is working well in the organization and what is not. Information collected through these surveys will help us gauge the strengths and weaknesses of both our recruiting and work place environment, and to use the information to make changes where warranted.

2. As you prepare to separate, we would like to offer you the opportunity to provide feedback on your decision to leave AFMC and provide an assessment of your AFMC work life experiences. A web-based "Exit Survey" was developed and is available on the World Wide Web for your participation. We are interested in your responses concerning your decision to leave, your experiences while employed, and your plans once separated from Federal Service. This survey is strictly voluntary and anonymous. Your candid feedback will help us evaluate and improve our retention strategies. Your answers will enable this Center and Command to better understand the factors that influenced your decision to leave and provide the background to initiate change that would enhance job satisfaction and quality of life within the command.

3. The Air Force Personnel Surveys Branch, the survey operations center for the Air Force, is acting as AFMC's independent agent for data collection. All individual answers will be kept confidential and the information provided in this survey will be consolidated and reported as group statistics. The use of a personal identification number is required to ensure only individuals who are eligible can complete the survey.

4. The web-based survey will take about 20 minutes to complete; and we request you complete the survey, if possible, prior to completing your out-processing obligations. To complete the survey at work or at home, sign on the Internet and key in the following web address: <<URL>>. You must enter your Social Security Number (SSAN) to enter the survey. This identification number is only for "access" purposes; never will individual survey responses be reported; and never will individuals who elect to participate (or not participate) be identified by name.

5. Thank you for your participation. Your responses are important as we continually work to enhance our recruitment and retention efforts. Best wishes for continued success in your new endeavor.

# OPM LEADERSHIP COMPETENCY DEFINITIONS

## LEADING CHANGE

**Continual Learning** - Grasps the essence of new information; masters new technical and business knowledge; recognizes own strengths and weaknesses; pursues self-development; seeks feedback from others and opportunities to master new knowledge.

**Creativity and Innovation** - Develops new insights into situations and applies innovative solutions to make organizational improvements; creates a work environment that encourages creative thinking and innovation; designs and implements new or cutting-edge programs/processes.

**External Awareness** - Identifies and keeps up to date on key national and international policies and economic, political, and social trends that affect the organization. Understands near-term and long-range plans and determines how best to be positioned to achieve a competitive business advantage in a global economy.

**Flexibility** - Is open to change and new information; adapts behavior and work methods in response to new information, changing conditions, or unexpected obstacles. Adjusts rapidly to new situations warranting attention and resolution.

**Resilience** - Deals effectively with pressure; maintains focus and intensity and remains optimistic and persistent, even under adversity. Recovers quickly from setbacks. Effectively balances personal life and work.

**Service Motivation** - Creates and sustains an organizational culture which encourages others to provide the quality of service essential to high performance. Enables others to acquire the tools and support they need to perform well. Shows a commitment to public service. Influences others toward a spirit of service and meaningful contributions to mission accomplishment.

**Strategic Thinking** - Formulates effective strategies consistent with the business and competitive strategy of the organization in a global economy. Examines policy issues and strategic planning with a long-term perspective. Determines objectives and sets priorities; anticipates potential threats or opportunities.

**Vision** - Takes a long-term view and acts as a catalyst for organizational change; builds a shared vision with others. Influences others to translate vision into action.

## LEADING PEOPLE

**Conflict Management** - Identifies and takes steps to prevent potential situations that could result in unpleasant confrontations. Manages and resolves conflicts and disagreements in a positive and constructive manner to minimize negative impact.

**Leveraging Diversity** - Recruits, develops, and retains a diverse high quality workforce in an equitable manner. Leads and manages an inclusive workplace that maximizes the talents of each person to achieve sound business results. Respects, understands, values and seeks out individual differences to achieve the vision and mission of the organization. Develops and uses measures and rewards to hold self and others accountable for achieving results that embody the principles of diversity.

**Integrity/Honesty** - Instills mutual trust and confidence; creates a culture that fosters high standards of ethics; behaves in a fair and ethical manner toward others, and demonstrates a sense of corporate responsibility and commitment to public service.

**Team Building** - Inspires, motivates, and guides others toward goal accomplishments. Consistently develops and sustains cooperative working relationships. Encourages and facilitates cooperation within the organization and with customer groups; fosters commitment, team spirit, pride, trust. Develops leadership in others through coaching, mentoring, rewarding, and guiding employees.

## **RESULTS DRIVEN**

**Accountability** - Assures that effective controls are developed and maintained to ensure the integrity of the organization. Holds self and others accountable for rules and responsibilities. Can be relied upon to ensure that projects within areas of specific responsibility are completed in a timely manner and within budget. Monitors and evaluates plans; focuses on results and measuring attainment of outcomes.

**Customer Service** - Balancing interests of a variety of clients; readily readjusts priorities to respond to pressing and changing client demands. Anticipates and meets the need of clients; achieves quality end-products; is committed to continuous improvement of services.

**Decisiveness** - Exercises good judgment by making sound and well-informed decisions; perceives the impact and implications of decisions; makes effective and timely decisions, even when data is limited or solutions produce unpleasant consequences; is proactive and achievement oriented.

**Entrepreneurship** - Identifies opportunities to develop and market new products and services within or outside of the organization. Is willing to take risks; initiates actions that involve a deliberate risk to achieve a recognized benefit or advantage.

**Problem Solving** - Identifies and analyzes problems; distinguishes between relevant and irrelevant information to make logical decisions; provides solutions to individual and organizational problems.

**Technical Credibility** - Understands and appropriately applies procedures, requirements, regulations, and policies related to specialized expertise. Is able to make sound hiring and capital resource decisions and to address training and development needs. Understands linkages between administrative competencies and mission needs.

## **BUSINESS ACUMEN**

**Financial Management** - Demonstrates broad understanding of principles of financial management and marketing expertise necessary to ensure appropriate funding levels. Prepares, justifies, and/or administers the budget for the program area; uses cost-benefit thinking to set priorities; monitors expenditures in support of programs and policies. Identifies cost-effective approaches. Manages procurement and contracting.

**Human Resources Management** - Assesses current and future staffing needs based on organizational goals and budget realities. Using merit principles, ensures staff are appropriately selected, developed, utilized, appraised, and rewarded; takes corrective action.

**Technology Management** - Uses efficient and cost-effective approaches to integrate technology into the workplace and improve program effectiveness. Develops strategies using new technology to enhance decision making. Understands the impact of technological changes on the organization.

## **BUILDING COALITIONS/COMMUNICATION**

**Influencing/Negotiating** - Persuades others; builds consensus through give and take; gains cooperation from others to obtain information and accomplish goals; facilitates "win-win" situations.

**Interpersonal Skills** - Considers and responds appropriately to the needs, feelings, and capabilities of different people in different situations; is tactful, compassionate and sensitive, and treats others with respect.

**Oral Communication** - Makes clear and convincing oral presentations to individuals or groups; listens effectively and clarifies information as needed; facilitates an open exchange of ideas and fosters an atmosphere of open communication.

**Partnering** - Develops networks and builds alliances, engages in cross-functional activities; collaborates across boundaries, and finds common ground with a widening range of stakeholders. Utilizes contacts to build and strengthen internal support bases.

**Political Savvy** - Identifies the internal and external politics that impact the work of the organization. Approaches each problem situation with a clear perception of organizational and political reality; recognizes the impact of alternative courses of action.

**Written Communication** - Expresses facts and ideas in writing in a clear, convincing and organized manner.

# Pacific Leadership Development Academy



# THE PACIFIC LEADERSHIP DEVELOPMENT ACADEMY

• HONOLULU BASED • PACIFIC IN SCOPE • GLOBAL IN LEARNING

SPONSORED BY THE  
HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
IN PARTNERSHIP WITH THE  
U.S. OFFICE OF PERSONNEL MANAGEMENT

A FEDERAL INTERAGENCY  
NINE MONTH COMPETENCY-BASED LEADERSHIP DEVELOPMENT PROGRAM  
BASED ON U.S. OFFICE OF PERSONNEL MANAGEMENT'S  
LEADERSHIP COMPETENCIES FOR SES CERTIFICATION

DESIGNED FOR GS-13s TO 15s (AND HIGH POTENTIAL GS-12s)

## THE PACIFIC LEADERSHIP DEVELOPMENT ACADEMY WILL OFFER:

U.S. OFFICE OF PERSONNEL MANAGEMENT 360° LEADERSHIP ASSESSMENT

U.S. OFFICE OF PERSONNEL MANAGEMENT FORMAL LEADERSHIP CLASSES:  
*CORE CURRICULUM*

- *LEADING PEOPLE (ONE WEEK CLASSROOM - 1<sup>ST</sup> TRIMESTER)*
- *LEADING CHANGE (ONE WEEK CLASSROOM - 2<sup>ND</sup> TRIMESTER)*
- *VISION AND STRATEGIC PLANNING (ONE WEEK CLASSROOM - 3<sup>RD</sup> TRIMESTER)*

MENTORING AND DEVELOPMENTAL ASSIGNMENTS (ELECTIVE)

POTENTIAL 9-12 SEMESTER HOURS CREDIT  
FOR MASTERS IN PUBLIC ADMINISTRATION

ON-LINE DISTANCE LEARNING ELECTIVES

ALUMNI NETWORKING PROGRAM

\$3,375 TUITION COST (BASED ON 40 PARTICIPANTS)

IF YOU ARE INTERESTED IN MORE INFORMATION OR GETTING ON THE PACIFIC  
LEADERSHIP DEVELOPMENT ACADEMY MAILING LIST, CONTACT:

HONOLULU-PACIFIC FEDERAL EXECUTIVE BOARD  
300 Ala Moana Boulevard  
Box 50268, Room 8-125  
Honolulu, Hawaii 96850

TELEPHONE: (808) 541-2637 FAX: (808) 541-3429

EMAIL: [hpfeb@aloha.net](mailto:hpfeb@aloha.net)

WEB PAGE: [www.honolulu-pacific.feb.gov](http://www.honolulu-pacific.feb.gov)

# **A WHITE PAPER**

## ***A FRESH START FOR FEDERAL PAY: THE CASE FOR MODERNIZATION***

**KAY COLES JAMES  
DIRECTOR**

**APPENDIX J**

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## Executive Summary

An ongoing objective of the Office of Personnel Management is to explore ways to make Federal pay more performance-oriented and a better tool for improving the strategic management of human capital. As recent events have shown all too clearly, Government performance is critically important. To meet the challenges of the present - and to anticipate and overcome the challenges of the future - Government must design and use merit-based policies and systems that are more modern, strategic, and results-focused. If the Government is to recruit, manage, and retain the human capital needed to accomplish and sustain this transformation, its white-collar pay system would need to:

- Achieve the principle of providing equal pay for work of equal value;
- Provide agencies the means to offer competitive salary levels on a timely, rational basis;
- Recognize competencies and results, at both the individual and organizational level; and
- Orient employee efforts and pay expenditures toward mission accomplishment.

This White Paper examines the extent to which the current Federal white-collar pay system - the General Schedule covering 1.2 million employees - achieves these objectives. OPM believes the system would have to be judged as failing this examination, for several reasons:

- ***The Government asks its agency leaders to face new and unprecedented management challenges using an antiquated pay system.*** Work level descriptions in law that date back more than 50 years are not meaningful for today's knowledge-driven organizations.
- ***The current pay system does not reflect market pay levels.*** Instead, pay increases and locality adjustments result from a cumbersome and costly measurement system that may be trying to answer the wrong questions.
- ***It has minimal ability to encourage and reward achievement and results.*** Over 75 percent of the increase in Federal pay bears no relationship to individual achievement or competence.

- ***Its structure suits the workforce of 1950, not today's knowledge workers.*** In 1950, over 75 percent of Federal workers - mostly clerical - were in grade GS-7 or below; today that percentage has dropped to less than 30 percent.
- ***Its prescribed procedures and practices effectively preclude agencies from tailoring pay programs to their specific missions and labor markets.*** It is unlikely that a common and highly structured system is appropriate for positions as diverse as those found in agencies such as the National Weather Service, the Social Security Administration, the Defense Finance and Accounting Service, and the Centers for Disease Control.
- ***It is disintegrating.*** Through special authorities, a number of agencies already have begun to move toward more modern systems, and our ability to promote common policies across the Government where appropriate is diminishing.

OPM does not fault the framers of the General Schedule for designing pay and job evaluation systems that reflected their world of work. But neither can a compensation system that was designed in the middle of the 20th century be expected to function well in the 21st century where organizations use a broader view of strategic rewards. The result of OPM's examination is clear: seizing systemic, governmentwide opportunities for changing the white-collar pay system is no longer a luxury, but a necessity. In its current condition, the system is an impediment to the Government's critical efforts to enhance security and replace technical and scientific expertise in the face of looming retirements.

This White Paper is pre-decisional: although it documents many problems in our current pay and job evaluations systems, it does not describe the solutions to those problems. Its objectives are to help stakeholders learn from the Government's history and experience and to inform the debate over how the Government can preserve core values of public service - such as equity, procedural justice, openness, and accountability - while modernizing its compensation practices. OPM will distribute the paper widely to stimulate dialogue and discussion. The aim is to surface areas of agreement and disagreement and concern and consensus so that the Federal community may be fully informed as we pursue future directions for improving pay as a strategic tool for managing human capital.

## HUMAN RESOURCES MANAGEMENT COMMON WEBSITES

WEBSITE	CONTENT
<b>General</b>	
<a href="http://www.opm.gov">http://www.opm.gov</a>	Official website of the U.S. Office of Personnel Management
<a href="http://www.fedscope.opm.gov">http://www.fedscope.opm.gov</a>	A free on line analytic processing tool that enables access to and analysis of a large array of Federal employment data
<a href="http://www.usajobs.opm.gov">http://www.usajobs.opm.gov</a>	U.S. Government official source of job and employment information
<a href="http://www.cornell.edu/uscode">http://www.cornell.edu/uscode</a>	Legal Information Institute site providing the most recent version of the U.S. Code
<a href="http://www.fedworld.gov">http://www.fedworld.gov</a>	Program of U.S. Department of Commerce providing a gateway to government information including job websites
<a href="http://www.fedamerica.com">http://www.fedamerica.com</a>	Provides weekly newsletters, handbooks and information to the Federal community
<a href="http://www.govexec.com">http://www.govexec.com</a>	Website providing daily news on government business for Federal managers and executives
<a href="http://www.fpmi.com">http://www.fpmi.com</a>	Official site for FPMI Communications focusing on Federal HR, EEO and management needs; produces FedNews Online: free daily newsletter on significant events in Federal workplaces
<a href="http://www.FENDonline.com">http://www.FENDonline.com</a>	Website of Federal Employees News Digest
<a href="http://www.ourpublicservice.org">http://www.ourpublicservice.org</a>	Official website of the Partnership for Public Service – a non-partisan organization dedicated to revitalizing the public service
<a href="http://www.cpms.osd.mil">http://www.cpms.osd.mil</a>	Official site of the Civilian Personnel Management Service of DoD
<a href="http://www.donhr.mil">http://www.donhr.mil</a>	Department of Navy's Civilian Human Resources website
<a href="http://www.cpol.army.mil">http://www.cpol.army.mil</a>	Department of Army Civilian Personnel Administration homepage, Civilian Personnel On Line
<a href="http://www.afpc.randolph.af.mil">http://www.afpc.randolph.af.mil</a>	Department of Air Force Personnel Center website for military and civilian personnel
<b>Hawaii Specific</b>	
<a href="http://www.hawaii.gov/dbedt">http://www.hawaii.gov/dbedt</a>	State of Hawaii Department of Business, Economic Development and Tourism site providing business and employment data
<a href="http://www.honolulu-pacific.feb.gov/">http://www.honolulu-pacific.feb.gov/</a>	Official website of the Honolulu-Pacific Federal Executive Board

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*"Changes in Civilian Employment"*  
Congressional Budget Office Report (May 2001)

*"Federal Civilian Workforce Statistics - Biennial Report of Employment by Geographic Area"*  
U.S. Office of Personnel Management (December 31, 1998)

*Retirement Statistics FY 1999*  
Office of Workforce Information, U.S. Office of Personnel Management

*OPM Fact Book, 2001*

*"Federal Activity and Hawaii's New Economy Report"*  
Hawaii Department of Business, Economic Development and Tourism (July 2001)

*Federal Personnel Guide, 2000*  
Key Communications Group

*"Mid-Career Hiring in the Federal Government: A Strategy for Change"*  
The Partnership for Public Service (February 2002)

*"Supervisors in the Federal Government: A Wake-Up Call"*  
U.S. Office of Personnel Management

*"The Federal Employee Recruitment and Retention Crisis: Failure of the Federal Employees Pay Comparability Act of 1990"*  
The Greater Los Angeles Federal Executive Board (August 2001)

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